


The
Multicampus University
of North Carolina
Comes of Age,
1956–1986

ARNOLD K. KING



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The University of North Carolina

Chapel Hill

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Library of Congress Cataloging-in-Publication Data

King, Arnold K.

The multicampus University of North Carolina comes
of age, 1956-1986.

Bibliography: p.

Includes index.

1. University of North Carolina (System)—History.

I. Title.

LD3929.K56 1987 378.756'565 87-5827

ISBN 0-9617954-0-9

LD3929

.K56

1987

To my friend of many years,
GEORGE WATTS HILL,
a great benefactor of North Carolina

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Foreword

Arnold K. King has spent over sixty years of his long and very useful life in association with the University of North Carolina. That, in itself, is quite an achievement; however, those years are all the more important because during that time he served as student, professor, graduate school administrator, head of the summer session, acting chancellor of a constituent campus, vice president, as well as participating in the work of many study commissions, panels, and boards in the university, in the state, in the southern region, and in the nation.

He is a competent witness; he is a loving critic. Certainly he writes knowledgeably about these last three decades because his participation in and awareness of the events of those years are wide and deep. There is no one else of my recollection whose involvement in the work of the university was more diverse or more comprehensive, and it was made all the more enjoyable because of his abiding good will and good humor.

The pages that follow cover my own years as a University of North Carolina administrator. Two-thirds of that time, Arnold King and I were colleagues, jointly working to resolve the issues before us and in planning the future of the university. Others, as historians and students of university growth and emergence, will judge those years critically, and that is as it should be. Dr. King has recorded here what his rich experience deemed of importance and significance with enough detail to guide the future historian or scholar to the available sources in the records of the university.

Reading these pages brought to mind many memories of the joy, pain, disappointment, and fulfillment one experiences in an intensely human institution such as a university. One is reminded, too, of what a great privilege it was to have worked with people of such great devotion and intelligence who seek none but the highest goals for the university. My tenure was rich indeed through daily involvement with splendid colleagues. For twenty-two years, Arnold King shared his best thought and great energy with me as such a trusted friend, participant, and adviser. The University of North Carolina is a better institution today because of his uncommon service and his unceasing love for this special place.

William C. Friday
September 1986

Preface

The University of North Carolina opened its doors to students in 1795, earlier than any other state university in the United States. For 125 years it was a relatively small institution, and it was not until the second decade of the twentieth century that it began to show promise of developing into a modern university. When I entered the University of North Carolina in 1919, it had fewer than nineteen hundred students. During the next decade, its enrollment increased by more than one thousand, and its improved standing in the academic community testified to the great progress it was making in teaching, research and public service. It was recognized as a regional center of scholarship.

In 1931, driven in part by the great Depression, two other institutions—North Carolina State College of Agriculture and Engineering at Raleigh and North Carolina College for Women at Greensboro—were combined with it into one of the early multicampus organizations. It was usually called the Consolidated University of North Carolina, but its official name was unchanged and it continues today to be the University of North Carolina. By 1931, when the three were merged, they had a combined enrollment of less than six thousand students. The Consolidated University grew slowly over the next fifteen years and emerged as a dynamic institution following World War II when the GIs returned. Enrollment increased by 1956, in the three institutions, to about 14,800 students.

It was at this point that higher education in North Carolina began to show signs of rapid growth. Soon the restrictions of consolidation were relaxed, and each campus became coeducational and was given a broader allocation of functions. Over the next thirty years, the number of institutions in the multicampus structure increased, first, to four and then, to six and, finally, in one decisive act of the state legislature in 1971, it was increased to sixteen. With a new Board of Governors, all public senior institutions were merged into the University of North Carolina.

The administration, under the leadership of President William C. Friday, slowly accumulated the experience to manage a vast multicampus institution of diverse functions enrolling 125,000 students.

I have been associated with the University of North Carolina during my entire professional career extending from 1925 to the present and have

witnessed this phenomenal expansion. During the last twenty-two years, I have been a member of the staff of the General Administration of the University, working with President Friday who retired in March 1986. He has been the principal architect of the system of administration and governance that has been developed in the University of North Carolina, a system that Dr. Clark Kerr said recently "has become one of the two or three best models for the nation as a whole, and perhaps the best of them all."

Professor Albert Coates, former Director of the Institute of Government of the University of North Carolina at Chapel Hill, mentioned to me many times that the story of the recent growth and development of the multicampus university here in North Carolina should be told while many of the participants in the movement are still active, and he insisted that I should do it. I was encouraged by Mr. Philip G. Carson, chairman of the Board of Governors of the University of North Carolina, to undertake this role. President Friday and Senior Vice President Raymond H. Dawson and many of my associates encouraged me to proceed. This book is the result of my efforts since October 1985. It is concerned with the growth of a small multicampus institution into a vigorous and nationally acclaimed multipurpose center of scholarship. The work is not an officially sponsored university publication. It is my own study, and I assume full responsibility for its contents.

The multicampus form of university governance is one of the major innovations of American higher education in the twentieth century. It is my hope that this book will contribute something to the understanding of that movement.

This account is not a memoir; however, it has obviously been influenced by my own personal recollections. I have tried, nevertheless, to follow the path laid out by the numerous sources that are readily available and are listed in the bibliography.

It would not have been possible for me to have completed this work on time without the valuable assistance of Mr. David B. Parker, Jr., a graduate student and teaching assistant in the Department of History in the University of North Carolina at Chapel Hill, who relieved me of much of the drudgery of searching through newspapers and documents. Mrs. Doris W. Huff, with whom I have been associated for more than a quarter of a century, transcribed the entire book and then copied much of it through at least three revisions. I shall always be grateful to her. Mrs. Doris M. Thornburg has also given liberally of her time to assist in typing several chapters. All of my colleagues in the General Administration of the university have been helpful, and Senior Vice President Dawson has been generous in reading the entire book and giving me the value of

his keen memory and gentle criticism. My wife, Louise Tunstall, has supported me through months of one-topic conversation and has also given me valuable assistance and criticism.

If this book breaks the trail for someone to write the definitive story in the future, I will feel greatly rewarded.

Arnold K. King

31 July 1986

*The Multicampus University
of North Carolina Comes
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P A R T O N E

*The Consolidated University
of North Carolina*

Threshold of a New Era

At a special meeting of the Executive Committee of the Board of Trustees of the University of North Carolina on 10 June 1955, Governor Luther Hodges read a telegram from Mr. Charles Wilson, secretary of defense, requesting that President Gordon Gray be released from his responsibilities as president of the university to accept the position of assistant secretary for international security affairs in Washington, D.C. President Gray insisted that he must answer this call to duty and tendered his resignation. The members of the executive committee doubtless felt a sense of frustration and disappointment. Instead of releasing President Gray, they passed a resolution giving him a leave of absence beginning 15 July, an action they came to regret. It was agreed that the situation would be reviewed in November. Dr. Harris Purks, provost of the university, was named acting president. On 10 November President Gray again asked for his release, insisting that it would be better for the university. The executive committee agreed and complied with his request. Dr. Purks was continued as acting president. The executive committee also authorized the appointment of a presidential search committee and advised this committee to set up adequate machinery for faculty consultation.

On 4 January 1956, another disquieting event occurred. Governor Hodges announced to the executive committee in a special meeting that he had received a letter from Mr. D. Hiden Ramsey, chairman of the newly created Board of Higher Education, asking that Dr. Purks be released as acting president to become director of the board. Governor Hodges stated that he had asked Mr. Victor S. Bryant to prepare a report on possible candidates for acting president. Mr. Bryant made a report, but he did not recommend a nominee. It can be surmised that the number of candidates was limited. The possibilities were William D. Carmichael, vice president and finance officer; Whatley W. Pierson, dean of the graduate school; and William C. Friday, secretary of the university. Mr. Carmichael, who had been laboring strenuously for the university since 1940, had in an earlier meeting informed the executive committee that he had been advised to slow down. Dr. Pierson was nearing the end of his

long and distinguished career and had never had experience handling an organization as complex as the Consolidated University. This left Mr. Friday, who had been assistant to President Gray and then secretary of the university, with the responsibility for trustee relations. The board interviewed Mr. Friday and then named him acting president to begin his duties on 1 March 1956.

Mr. Friday was thirty-five years of age. He was born in Virginia and grew up in Dallas, North Carolina, where he attended the public schools. In 1937 he entered Wake Forest College and after a year transferred to North Carolina State College from which he graduated in textile engineering. In 1942 he married Ida Howell, a graduate of Meredith College. During World War II, he was a lieutenant in the U.S. Navy. After the war he enrolled in the law school at the University of North Carolina at Chapel Hill, where he received the LL.B. degree in 1948. He became assistant dean of students and later acting dean of students in the university at Chapel Hill. In 1951 Mr. Friday became assistant to President Gordon Gray. He had been secretary of the university for less than a year when he was called on to serve as acting president.

This change and confusion in the administration of the university could not have come at a more inopportune time. Many serious problems had accumulated over the years, and the new Board of Higher Education, which had been created by the legislature in 1955 "to promote the development and operation of a sound, vigorous, progressive and consolidated system of higher education in the State of North Carolina," was just beginning to function. Questions had been raised in the press about the wisdom of continuing the Consolidated University. As a matter of fact, the executive committee of the Board of Trustees had considered it necessary to deny that deconsolidation was being considered by the board.

Mr. Gordon Gray had been elected in February 1950 as president of the Consolidated University of North Carolina with great hopes and expectations for a long period of growth, progress, and stability in the university. When he came to office he found an administrative structure that must have been amazing to his orderly and systematic mind. President Frank P. Graham had completed nineteen years of highly successful personal administration, which even today is a puzzling dilemma to those who try to fathom it. He had the able and dedicated service of Mr. Carmichael, who kept the finances of the university in first-rate order. He also had the aid of Dean Pierson in running the graduate affairs of the university. However, he was without any other staff assistance. He permitted Chancellor Jackson at the Woman's College and Chancellor Harrelson at State College a great deal of latitude in running their institutions as long as they stayed within the fiscal boundaries set by Mr. Carmichael. At

Chapel Hill, President Graham had his office in South Building near the office of Chancellor House and ran the affairs of that institution to the extent that he desired within the time available to him. Chancellor House adjusted to this embarrassing situation with great fortitude and devotion over the years. The three institutions progressed remarkably well under this system. President Graham was absent for long periods of time on various tasks for the federal government. Mr. Carmichael and the chancellors kept the organization moving during these periods. They also found the funds to support frequent innovations that President Graham brought home.

President Gray attempted as speedily as possible to create a predictable and effective administrative structure for both the consolidated office and the three campuses. He brought in a management firm to survey the entire university and began making changes that have endured over the past thirty-four years. He also started a revision of the *Code* of the university, part of which is still in use. He made a strenuous effort to improve the salary scale for the faculty and the quality of additions to the staff. The testing program for admission to the university, which has had so much influence over the past generation, was also one of his innovations. He instituted a series of faculty conferences involving the three campuses, which led to a searching self-evaluation of the academic program, extending over several years. During his administration, desegregation was a crucial problem. The Brown Decision was handed down by the United States Supreme Court in 1954; however, the university had been grappling with the problem of desegregation since 1950. It was a divisive subject in many meetings of the Board of Trustees and one that created widespread discussion. The federal courts eventually relieved the Board of Trustees of all responsibilities except that of obeying the court's decision to open its doors to all qualified students without regard to race. It was during President Gray's administration that the Division of Health Affairs and the building program for that division began to have great impact on the university, and tensions that were especially acute developed. President Gray first saw the possibilities inherent in educational television and set the course of the university toward the great development in that field. It was toward the end of his administration that the Research Triangle was in the conceptual stage, and he saw the great potential in this enterprise that involved Duke, North Carolina State, and the university at Chapel Hill so intimately.

President Gray's administration was directed toward planning for a harmonious organization, but it would be a mistake to say that it was achieved during his time. President Gray, like President Graham, was drawn to Washington frequently, and there were interruptions in the affairs of the

university, which resulted from the frequent calls for his service from the federal government. He was a man of great ability and administrative skill, but it was evident that he found it difficult to adjust to the leisurely pace of academic administration and to the practice of wide consultation among the faculty, both of which are characteristic of universities. He had an unfortunate personal tragedy in the loss of his wife during his administration, and it is safe to assume that when the call to duty came from Washington it was not unwelcome.

President Gray had assembled a consolidated office staff to assist him with the running of the university. In addition to the vice president and finance officer and the dean of the graduate school, he had added a provost, who was responsible for advising him on academic matters, and a secretary of the university, who assisted him with relationships with the Board of Trustees and with other matters that might involve alumni and public relations. A business officer and treasurer had been authorized but not appointed. Recent events had seen the president go to Washington, the provost go to the Board of Higher Education, and the secretary to the position of acting president of the university. A development of the next few months would see the dean of the graduate school become acting chancellor at Greensboro. Consequently, the only permanent appointee in the consolidated office was the vice president and finance officer, William D. Carmichael. There were grave problems in the administration at the Women's College. The chancellor at Chapel Hill was reaching the age at which he should retire. There was confusion in the Division of Health Affairs at Chapel Hill, and there were emerging problems with the newly created Board of Higher Education that had been authorized to review both budgets and programs of institutions of higher education. There was public criticism over the long period without strong administrative leadership in the university. Now the fortunes of the university were placed in the inexperienced hands of a young man thirty-five years of age, who had neither teaching experience nor the traditional doctoral degree expected in that position. The search committee was looking almost desperately for a president. Salaries for both faculty and administrative positions were not competitive in the national market, and the same was true for the salaries of the consolidated office. There had been no state appropriation for salary increases during the 1955-57 biennium.

The acting president went to work with vigor and skill to confront some of these problems. Even before he formally assumed office, his influence could be seen. On 13 February 1956 the executive committee of the board passed a resolution that required all administrative officials to retire on 1 July in the year after they reached sixty-five. At the same meeting of the board, provisions were made for Chancellor House to assume a

professorship in English after he retired. There was also a discussion of the tensions in the Division of Health Affairs reported by the Health Affairs Committee, and it was decided to seek advice from the attorney general as to what "privileges" the trustees had in dealing with the affairs of the hospital. Late in February, Acting President Friday reported that Dr. William M. Whyburn had been appointed acting provost. The presidential search committee made it clear that the salary available for the staff of the Consolidated University was much less than for comparable positions over the country. They requested that the Board of Trustees ask the "proper authorities" for more funds.

It was not long before the Consolidated University had its first request from the Board of Higher Education, which had legislative authority to review the budgets and new programs of all public institutions of higher education in the state. At the beginning of May the board received from the consolidated office eight academic programs that were contemplated for the three institutions in order to meet the 15 May deadline of the board.

For more than a year a rift between the chancellor and many members of the faculty at Woman's College had been reported. This disagreement became so acute that the visiting committee of the Board of Trustees requested the president have it investigated. Acting President Friday immediately appointed Vice President and Finance Officer Carmichael, Acting Provost Whyburn, and Dean Pierson to investigate the situation. They held hearings on the campus and, in the course of the hearings, Chancellor E. K. Graham, Jr., decided that it would be in the best interest of all concerned for him to resign. His resignation was reported to the Board of Trustees on 24 May 1956. The students sent a resolution regretting Chancellor Graham's action, and the trustees praised him and expressed regret at his resignation; however, there was a general feeling of relief when the matter was handled so expeditiously without causing any deeper rift. Shortly after the resignation of Chancellor Graham was received, the board passed an interesting and short-lived regulation to the effect that no further male applicants to the Woman's College would be admitted. Dean W. W. Pierson, Jr., was named acting chancellor of Woman's College.

During the summer of 1956 there was much speculation in the state press over filling the presidency and the activity of the search committee. Committees of the faculty were appointed to advise the search committee. There were also arguments by the committee for higher salaries with the statement that the pay of the president was at least \$7,500 lower than that of those holding similar positions. Some of the newspaper comment was directed toward the possibility that Mr. Friday might be the nomi-

nee, and there was newspaper sentiment for the committee to "turn its eyes to Chapel Hill and to the Acting President." Mr. A. H. Shepard, a graduate of Davidson College and a native of Wilmington, was approved to continue in an acting capacity as business officer and treasurer. The fall term of 1956 opened with an enrollment of 6,969 at Chapel Hill, of 5,505 at State, and of 2,324 at Woman's College, for a total enrollment of 14,798. It was also first decided during this period that the university would issue \$2 million in bonds for North Carolina State and a like amount for Chapel Hill for the construction of student housing. These were to be Federal Home Housing Finance Bonds with an interest rate of 2.75 percent.

Speculation continued concerning the activities of the presidential search committee. It was reported that the committee was meeting some hard facts of educational life. Among them were the following: "While comparable state universities elsewhere are offering \$25,000 annually, North Carolina pays \$15,000. There is a strong feeling among some educators—many of whom are possible presidential candidates—that the University may deconsolidate in the future pushing the President out of a job."

Sentiment was gradually crystallizing that the best choice would be to find a president with potential, possibly a young man who could develop. The rumor was out as early as 12 October 1956 that the search committee was ready to nominate a man, and it was urged to act with haste.

At a special meeting of the executive committee of the board on 18 October Mr. Victor Bryant, chairman of the search committee, read the recommendation of the committee for Acting President William Friday. The committee voted unanimously for his nomination to be presented to the full board. Mr. Friday appeared before the executive committee and raised some questions that he thought should be considered before the committee made its final recommendation. He made it clear to the group that he supported fully the faculty point of view with reference to academic freedom. In a tactful way he let them know that some pressure had been brought to bear on him to make certain appointments if he were selected as president. He wanted the committee to know that he had made no commitments. He pointed out the need for a vice president for graduate study and research, especially in view of the increasing number of grants that were being received by the university and the lack of adequate supervision of this activity. He stated that unless they objected he would assume that they would support this addition to the staff.

Finally, he had the following personal statement for the committee:

I have known that some members of the Committee were concerned over my lack of traditional educational experience, over the fact that I do not hold a Doctor's degree, that I have not formally

taught, and because I am 36 years of age. These considerations led some members of the Nominating Committee to become seriously concerned over what was to be done to insure the educational leadership of the University. I participated in two informal meetings with members of the Committee (5 in number), and I found that they had spent time discussing not only the presidency but the provostship and the chancellorships particularly at Chapel Hill. At one of these meetings, I was advised by a member of the Nominating Committee that should their group be asked to do so, he was confident they would unanimously vote for a particular named individual for the Provost position.

I respectfully submit that your first consideration must be toward the office of the President and the dignity and freedom you wish for it to have and because of this conviction on my part, I advised the Nominating Committee Chairman that I felt it must be clearly understood that anyone invited to serve the University as its President must enter the office completely free of commitments, and that it must be understood, that, within the broad policy declarations of the Trustees, he has full and complete authority along with the full responsibility for the administration of the University.

The executive committee received the long statement of the nominee graciously and made no further comment; however, the full Board of Trustees was called into session on 26 October, and Mr. Bryant was called on to present the report of the nominating committee. He summarized some of the factors which made their task a difficult one. Among them were Mr. Gray's resignation; the Supreme Court's decision on racial integration; inadequate and noncompetitive salary schedules for the president and faculties; resignations and unfilled vacancies; internal problems in the three institutions; the university's relationship with the State Board of Higher Education; and the future of consolidation. He stated with some poignancy, "surely these were perilous days for the University and frequently there were more clouds than sunshine." With thanks to all who assisted the committee, including faculty committees from the three institutions, he made his recommendation. Among his most emphatic statements was "today our University is on the threshold of a new era. It can be a glorious one. We will face it with a new and capable leadership. The old traditions will not be abandoned. They will be projected into a modern age."

After continuing for several pages justifying the nomination and praising it, he made this prophetic statement: "Above all else your Committee has been impressed by Mr. Friday's integrity and fairness as he has gone about his duties of Acting President. In the final analysis the demonstra-

tion of such qualities, and the awareness that such qualities exist in the office of the President by the faculties and the other constituencies of the University, may well be the most important attribute of a successful President. In a trying time Mr. Friday has stood steadfast on all matters." President and Mrs. Friday then appeared before the board to receive a standing ovation. Mr. Friday made a short and eloquent statement to the board and the "new era" was launched.

Following the meeting of the Board of Trustees, President Friday held a news conference in which he stated some of his immediate goals. First, he wanted to move the administrative offices from South Building on the campus to the old Institute of Government building on Franklin Street as soon as possible, to permit the chancellor more freedom and to provide more space for the operation of both the consolidated office and the chancellor's office. This, of course, was something that had been desired by the administration and faculty on the campus for almost twenty-five years. Second, he planned to fill the vacancies in his staff and to begin a search for a chancellor at Woman's College and a replacement for Chancellor House at Chapel Hill. Third, it was his intention to begin working on the biennial budget immediately and to attempt to obtain from the General Assembly funds for higher faculty salaries, better library facilities, and the research funds that he thought must be provided to keep the university at a high academic level. He made it clear that he thought the presidency of the university was a full-time job and that he intended to devote his full energies to the task.

Within a month following his election, President and Mrs. Friday moved into the old Greek revival presidential mansion on East Franklin Street. It was already almost fifty years old and had served as the residence of five presidents. The old house had been remodeled once and had had minor repairs on many occasions. It had not been occupied for more than a year and was almost barren of furnishings. This was the year of an extremely tight state budget and there were few resources for making it livable. Gradually and with infinite patience, Mrs. Friday made it a charming and homelike place that was known throughout North Carolina.

When they moved in, President and Mrs. Friday had two small daughters. A third daughter arrived later, and the three girls gave to the President's home a lively and gracious atmosphere. The presidential home became over the years a role model for all of North Carolina.

The reaction of the state press to President Friday's selection was unanimously favorable. Editorials and articles in all of the leading state papers congratulated the Board of Trustees on the wisdom of their choice and complimented the state on having available in its own institutions a person who was worthy of such an important trust. For those who might

have thought his youth was a handicap, Louis Graves of the *Chapel Hill Weekly* pointed out that six of the eleven presidents who preceded him were under forty at the time of their election and the other five were between forty and forty-five.

President Friday's previous experience as a member of the staff of the Consolidated University had given him an excellent opportunity to become acquainted with its system of governance. Extensive power to govern the university was vested in a 100-member Board of Trustees elected on a staggered basis by the General Assembly for eight-year terms. In addition, the governor, state superintendent of public instruction, and former governors were ex-officio members. The governor was the presiding officer of the board. It had developed a committee structure that enabled it to involve each of the members in some activity. The executive committee was by far the most important of these groups. It exercised most of the powers of the Board of Trustees except those of electing principal officers, and it could not reverse any action that had been taken by the board. Its actions were recorded in elaborate minutes and circulated among all the members of the board and were subject to ratification at each meeting of the board. The Board of Trustees met three times a year and on call when necessary. The executive committee met most of the months of the year and on call when necessary. The members of the executive committee were elected by the full board for a stated term. The governor also presided over the executive committee. The plan of having the governor as chairman both of the board and of the executive committee tended to prevent the development of internal political cliques and worked well over a long period of time because he was usually too busy to interfere directly in the administration of the university. A body of rules and regulations had also accumulated over many years and was gradually brought together early in President Friday's term in the *Code*, which set forth in clear language how the university was organized and administered.

President Friday developed certain mechanisms for administering the university that involved the participation of several of its constituencies. The administrative council was made up in the beginning of chancellors and chief business officers of the three constituent institutions together with the senior staff members in his office. They met once a month on a regular basis, and virtually all matters received some preliminary consideration by this group.

From time to time on a less formal basis, the president called together the student-body presidents and sometimes other student leaders for advice on matters of special relevance to students.

Early in his administration the president felt the need for advice from a

faculty group. This led him to establish a body called the President's Advisory Council on Educational Policy. It was made up of the chancellors of each of the three constituent institutions together with five faculty members from Chapel Hill, four from Raleigh, and three from Greensboro. This body rendered valuable service to the General Administration of the university over the years and assisted the president in many of the major problems that subsequently developed. At one stage, after the university had begun to expand, it was decided to have a more formal organization, and a delegate assembly of about forty members from the several campuses assembled at the Quail Roost Conference Center near Rougemont on 11 May 1968 and, under the leadership of Professor Joseph C. Sloane of the Department of Art at Chapel Hill, drew up a formal constitution. It was designated "The University Advisory Council." Its activities were to be carried on through the president and it was limited to dealing with problems of import to the entire university. When the university was subsequently restructured, this body was expanded into the current Faculty Assembly.

President Friday rapidly developed skill in dealing with the legislature, the press, the internal constituencies of faculty, the students, and especially the chancellors. He was fortunate in having the able assistance of some of the state's most distinguished citizens on the Board of Trustees and especially on the executive committee. Among them were governors Luther H. Hodges from Leaksville-Spray and Terry Sanford from Fayetteville, Mrs. Virginia Lathrop from Asheville, and Messrs. Victor Bryant from Durham, Lenox G. Cooper from Wilmington, George Watts Hill from Durham, Reid Maynard from Burlington, Thomas Pearsall from Rocky Mount, Ralph Scott from Alamance County, Walter Smith from Charlotte, Frank Taylor from Goldsboro, and George Wood from Camden. These and many others gave the executive committee and the Board of Trustees a degree of credibility enjoyed by no other body in North Carolina.

President Friday selected his staff of senior officers carefully, slowly, and with great skill. They eventually came to be known as one of the most effective corps of administrators among the multicampus universities of the United States.

During the first months of his administration Mr. Friday devoted much time to the biennial budget, which had to be presented first to the Board of Higher Education under the statute establishing that body. He obtained a total of \$18,253,449 for the entire Consolidated University for 1957-58 and of \$19,944,080 for 1958-59. This was a healthy increase over the previous biennium.

The time of the consolidated office was diverted early in President Fri-

day's administration by a basketball scandal that involved serious penalties for North Carolina State by both the NCAA and the Atlantic Coast Conference. The *Daily Tar Heel* enjoyed the opportunity to take some gibes at President Friday and Vice President Carmichael for spending their valuable time on a local athletic matter. The matter involving one Jackie Moreland was pursued for several months, and finally it was determined impossible to get at the real facts in the case. Mr. Moreland did not enter State, the institution had to endure its censure, and the Board of Trustees dropped the investigation of the case.

Committees had been working on the problem of finding new chancellors for both the University of North Carolina at Chapel Hill and Woman's College in Greensboro. The president was presented with some choices that must have caused him considerable conflict. There were a number of bright young men on the faculties of the three institutions who had ambitions for the vacant positions and who were considered well-qualified. His problem was to select those best suited for the positions and retain those who were disappointed on the staff of the university. At a special session of the executive committee on 25 February 1957, President Friday announced candidates whom he wanted presented to the board for certain of the vacant positions. First he nominated Mr. A. H. Shepard, Jr., who had been acting business officer and treasurer, for appointment to that position. Mr. Shepard had spent many years in the business office at Chapel Hill and was known as an excellent budget officer. For the new positions of vice president for graduate study and research, he nominated Dr. William M. Whyburn, who had been serving as acting provost. Dr. Whyburn was Kenan Professor and chairman of the Department of Mathematics at Chapel Hill and had had a distinguished career as a college president in Texas. For chancellor at Woman's College, he nominated Dr. Gordon W. Blackwell, director of the Institute for Research in Social Science at Chapel Hill and Kenan Professor of Sociology. Dr. Blackwell was a graduate of Furman University. He received an A.M. from the University of North Carolina and both an A.M. and a Ph.D. from Harvard University.

For the chancellorship at the University of North Carolina at Chapel Hill, the new president nominated William Brantley Aycock, who held a B.S. from North Carolina State College and A.M. and J.D. degrees from the University of North Carolina. After distinguished service in the U.S. Army during World War II, he came to Chapel Hill for his law degree and exhibited brilliant scholarship. He joined the law school faculty in 1948 and progressed rapidly to a professorship in 1955. He had been acting dean of the law school at the university at Chapel Hill and visiting professor of law at the University of Virginia. Those nominations were pre-

sented to the full Board of Trustees on 25 February and approved with enthusiasm. The newly elected chancellors were to take office on 1 July, and in the meantime they were to assist in selecting business officers for their respective institutions.

On 8 May 1957 there was a colorful convocation in the William Neal Reynolds Coliseum on the campus of North Carolina State College in Raleigh for the inauguration of William Clyde Friday as the third president of the Consolidated University of North Carolina and the thirteenth president of the University of North Carolina since establishment of the position in 1804. The academic procession included more than 450 representatives of the faculties from the three campuses of the university, more than 160 delegates from other universities and colleges, more than seventy-five delegates from learned societies, educational, and professional organizations, most of the one-hundred member Board of Trustees, members of the Council of State, the Supreme Court, and numerous other delegates. President Friday was regaled by greetings from the university world; from the colleges and universities of North Carolina; from the faculties of the Consolidated University; from the alumni of North Carolina State College, alumni of the university at Chapel Hill; the alumnae of the Woman's College; from the students of the Consolidated University; and from the public schools of North Carolina.

The invocation was pronounced by the Reverend William W. Finlator. Nostalgic and sentimental remarks were made by his two predecessors—Dr. Frank Porter Graham and Mr. Gordon Gray. The chancellors and chancellors-elect were present, and after what must have seemed to him an inordinate period of time, Vice President William M. Whyburn presented the president-elect to Governor Hodges, who asked Chief Justice J. Wallace Winborne of the Supreme Court of North Carolina to administer to the president-elect the oath of allegiance to the Constitution of the United States, the oath of allegiance to the Constitution of the State of North Carolina, and the oath of the office of the president. Governor Hodges inducted President Friday into the office and introduced him for the inaugural address, which was short, eloquent, and germane to the occasion. He charted the course for his administration as follows: "A great challenge to any administration in any college or university is to provide those conditions in which the individual faculty member can give his passionate devotion to his calling, in which he can feel that his labor in search for the truth is understood and respected for its value to the world about him, and in which the student may find greater realization of the abilities and talents he possesses." To the blare of the band and the happy shouts of all who loved the university, the large and enthusiastic audience left the Coliseum, and the young president returned to the task of running the university.

During the year following the election of chancellors, the university was busy with a variety of projects and issues, some of which had accumulated over the years. Responsibility for athletics was delegated without question to the chancellors at Chapel Hill and Raleigh. This was a reaffirmation of a delegation that had been made during President Gray's administration. A humanities institute was approved for Chapel Hill. In time it withered on the vine in about the same way the natural sciences institute disappeared. In another matter, the *Code* was amended to make it clear that appeals within an institution should be made to chancellors and should be brought to the president only where there was an instance of demonstrable denial of procedural rights.

At Chapel Hill, on nomination of the chancellor, Mr. James Arthur Branch was appointed business manager. He had been an employee of the university for thirty-three years and for some years had been director of purchases and stores. Mr. Wendell McCullen Murray was named business manager of the Woman's College. He had been a student at Duke University and a teacher in North Carolina high schools. For a number of years he served as an auditor for the state School Commission in Raleigh and in the business office of North Carolina State College.

One of the ubiquitous problems of the university related to parking. Regulations governing this problem on all of the campuses were passed and amended from time to time.

Discussion of the budget consumed much of the time of the board, and there was great satisfaction over the action of the 1957 session of the General Assembly which appropriated sufficient funds to permit an 11 percent increase in faculty salaries, of which 5 percent was applied across the board and 6 percent for merit salary adjustments. It was hoped that this would stop the heavy erosion of faculty, which had been occurring over the past five years.

Changes were made in the experimental program in nursing at the Woman's College to comply with the regulations of the North Carolina Board of Nurse Registration and Nursing Education. The program was adjusted to make it feasible for students to gain clinical experience in Cone Hospital.

Extensive amendments to the loan agreement between the Board of Trustees and the Housing and Home Finance Agency of the United States were approved by the Board of Trustees on 27 May 1957. It was evident from the report on undergraduate admissions for the fall semester of 1957 that the pressure of enrollment in the university was beginning to build. The percentage of increase in applications was 33 percent at Woman's College, 13 percent at Chapel Hill, and 50 percent at North Carolina State.

Trouble was reported in the nuclear reactor at State College. It was closed due to leaks that had been discovered. The Atomic Energy Com-

mission had made a grant of \$80,000 for the reconstruction of the larger reactor, which was planned to be in operation by June 1958.

One of the developments that attracted a great deal of attention during President Friday's administration in the early days was educational television. The university at Chapel Hill had been interested in television and had incorporated it in one of the teaching departments shortly after World War II. The Federal Communications Commission in 1948 froze all channel allocations. When this ban was lifted in 1952, 10 percent of all channels was reserved for noncommercial broadcasts. The Consolidated University became interested immediately in obtaining one of the channels. President Gray called a two-day conference in Chapel Hill on this subject in June 1952. It concluded that it was "desirable for the University to own and operate a station."

On 11 May 1953, the Board of Trustees of the university approved the establishment of a station, and Vice President Carmichael, with great vigor and enthusiasm, began an appeal to private citizens for financial support. Within a little more than a year, he had raised over \$2 million to purchase equipment, to provide a studio, to construct a transmitter facility, and to fund the first two years of broadcasting. On 30 September 1953 the Federal Communications Commission granted a permit for the university to operate a noncommercial educational station on Channel 4, and on the same day President Gray announced the appointment of Robert F. Schenck as Director of Television. In January 1954 the university bought a sixty-five acre tract on Terrell's Mountain in Chatham County, about seven miles southwest of Chapel Hill, for the transmitter. By the end of the year studios were ready at all three campuses of the university.

The first day of broadcasting was 8 January 1955, and the first program was a film presentation followed by a live program of music and dancing from the Woman's College in Greensboro. However, the highlight of the first day was the live coverage of the Wake Forest-Carolina basketball game, which Carolina obligingly won by a score of 95-78. Later that year, the General Assembly granted WUNC-TV its first allocation of state funds for operating costs. In 1955 the station's signal could reach only those people living within a certain radius of Chapel Hill. This included about 35 percent of the state's population. In the fall of 1957, a year after President Friday assumed office, the station began a study of the effectiveness of educational television in public schools under a grant from the Ford Foundation. The experiment for in-school television was a continuing affair involving four classes—American and world history, ninth-grade physical science, and eight-grade mathematics—each taught five days a week. A joint program involving the public schools has been

carried on in cooperation with the State Department of Public Instruction since that initial experiment.

A similar experiment was attempted in the fall of 1959 when the station in cooperation with the University Extension Division began offering college courses. This program involved completing assignments through correspondence. It did not catch on and was later discontinued.

On 10 October 1962 a committee appointed by Governor Sanford recommended the establishment of a statewide television network. Congress had authorized in the Educational Television Facilities Act matching funds for the construction of such projects. The General Assembly in 1963 appropriated \$1,250,000 in capital funds and \$250,000 for operations of what came to be known as Phase 1 of the expansion, which included transmitters in Columbia, Concord, Asheville, and Linville. The Columbia transmitter was the first completed and began broadcasting on Channel 2 in September 1965, but it was not until May 1966 that the microwave links connecting the system were completed. Asheville (Channel 33), Concord (Channel 58), and Linville (Channel 17) began operation in 1967, thus completing Phase 1 of the program. This almost doubled the number of North Carolina residents who could receive WUNC-TV broadcasts. Persons in the state who could not receive the broadcasts brought pressure for further expanding the facility, and the 1967 General Assembly voted an additional appropriation for Phase 2 of the university television network's expansion. Between 1970 and 1972, Wilmington (Channel 39) began broadcasting, as did Greenville (Channel 25) and Winston-Salem (Channel 26). At this point it was reported that 96 percent of the people in North Carolina could receive WUNC-TV.

The first color program was aired in 1968. One of these programs was "Mr. Rogers' Neighborhood" for children. In 1969 the office of director of educational television was reestablished under the General Administration. This permitted a much needed expansion of the staff into such areas as programming and public relations. Dr. George E. Bair assumed office on 1 July 1969. He received his B.A. from Haverford College and his M.A. and Ph.D. from the University of Pennsylvania. He had been professor of English at Clemson University and was at the time of his appointment director of education for the South Carolina educational television network. This launched public television into a more productive period, but there was still much that would have to be done in the years ahead.

The University of North Carolina received its first grant from the National Science Foundation to sponsor a six-week institute for high-school teachers of science and mathematics in 1957. The grant was used in the summer session of 1957, and fellowships were provided for seventy-five high school teachers. The National Science Foundation also provided a

grant of \$267,000 for the academic year 1957-58 to provide science and mathematics instruction to high school teachers from North Carolina and the southeastern region. It is interesting to note that these grants preceded the excitement that occurred over Sputnik launched by the Russians in the fall of 1957.

At a special session of the executive committee on 29 July 1957, Chancellor Aycock presented a long and involved recommendation with reference to the private patient service in Memorial Hospital, which was approved. The manager of the private patient service was thereafter to be appointed by the dean of the School of Medicine and his duties were spelled out in detail. An advisory committee on private patient services was to be appointed by the dean of the medical school. The recommendation also increased the ceiling on total compensation of medical clinical faculty members. Department heads were permitted to earn in salary and from supplementary compensation, \$27,500; professors, \$25,000; associate professors, \$23,000; assistant professors, \$17,000; and instructors, \$13,000. Detailed regulations concerning income were approved and the method of expenditure of such funds stipulated. For the time being this brought a degree of order and consensus into a problem that had been nagging the Division of Health Affairs.

President Friday brought to the attention of the executive committee on 9 September some problems that had developed with the Board of Higher Education and the Department of Administration. He requested help from the trustees in clarifying the university's position with those of the Board of Higher Education and the new Department of Administration that had been added to the governor's office. He recommended that some procedure should be established to bring the executive committee or a representative subcommittee together with the Board of Higher Education or its representatives to discuss the future relationships of the Board of Higher Education and the university administration; that the administration be authorized to proceed with the self-study program approved by the executive committee 8 July; and that authority be given to the university administration to use the needed funds out of research receipts (not state appropriation) to get on with the job of self-study. His request was approved and a subcommittee of the trustees, with Mr. Thomas Pearsall as chairman, was authorized to meet with the Board of Higher Education and to make recommendations on the relationships between the university and the Board of Higher Education. Mr. George Watts Hill's statement about the relationship had some disturbing overtones. He asserted that "the Board of Higher Education has the legal power, for all practical purposes, to control University operation if it carries out its purposes to operate a coordinated system of higher educa-

tion." He pointed out that university trustees would be subordinate to the Board of Higher Education if that board should exert its full powers. He called on the Board of Trustees to face the gravity of the situation with a firm determination to maintain the basic integrity of the university, and he asserted that the university could do a better job of planning than the Board of Higher Education.

The university had been experimenting with a testing program for freshman admissions over a two-year period beginning in 1955. The All-University Committee on Admissions Policies had, after studying the experiment carefully, recommended that the university adopt a new program using the Scholastic Aptitude Tests rather than the achievement test that had been used in the experiment. This test would be administered by an outside agency and would be given in North Carolina high schools. The admissions policy committee recommended that there should be a uniform cutoff for all three institutions in the university. Provision was made, however, for a faculty committee to waive the minimum score. This was the beginning of a testing program that has persisted over many years. Other institutions in the state gradually joined the university in requiring the Scholastic Aptitude Tests; however, uniformity has not been required in the cutoff scores, and these have been administered with provisions for exceptions.

One of the significant innovations of this period was the agreement by the executive committee of the Board of Trustees that the university at Chapel Hill should enter into an agreement with the Sperry-Rand Corporation to accept a partial gift of an 1103B computer with accessories. The value placed on the computer was \$2,285,000. The net balance of the cost to the institution was \$1,200,000. It was contemplated that for a period of years the U.S. Bureau of the Census would annually purchase time worth \$700,000 on the machine. Other funds were expected from the National Science Foundation. It was expected that the university would provide \$150,000 a year for operational costs of the computer. At the time this was considered a great advance for the university, for the Research Triangle area, for the state, and for other institutions in the southeast. The deal was eventually consummated, due in part to the leadership of Vice President William Whyburn, and the university at Chapel Hill built a large addition to Phillips Hall to house the computer. Perhaps nothing with the possible exception of the nuclear reactor on the State College campus was so exciting to the academic community as the acquisition of this old UNIVAC, which launched the computer age for the whole area; however, it should be said that this machine based on vacuum tubes was soon made obsolete by the introduction of the transistor.

The three institutions in the Consolidated University carried their

long-range planning along at a rapid pace during 1957-58. One of the first tasks was to assemble a list of capital improvements that were scheduled for each campus. The list was reported to the executive committee of the Board of Trustees on 13 January 1958. It must have seemed to those who first saw it unveiled to be a wish list that might take a half century to accomplish. Looking over the list almost thirty years later, one is impressed by the imagination and foresight that were exercised in assembling the list. Most of the eighty-nine projects assembled by the three institutions have been achieved, and along with them, others that had not been dreamed of in those days.

Planning has occupied an important position among the activities of the university since 1956. In the spring of that year President Eisenhower appointed the Committee on Education Beyond the High School and charged it with the responsibility of laying before the American people the problems of education beyond the high school. The commission held a series of meetings throughout the nation over the next six months and circulated a preliminary report that became the basis for the second and final report that was issued in July 1957. It was this report that set the stage for the intense planning activity in higher education seen over the past thirty years.

The report pointed out that revolutionary changes were occurring in American education, and that the nation had been thrust into a challenging new educational era since World War II by "the convergence of powerful forces—an explosion of knowledge and population, a burst of technological and economic advance, the outbreak of ideological conflict and the uprooting of old political and cultural patterns on a worldwide scale, and an unparalleled demand by Americans for more and better education."

It was concluded that the gap between educational needs and educational effort was widening ominously. Reference was made to the dramatic strides being taken by the Soviet Union. It was pointed out that the next twenty years would require leaders in science and engineering, in business and industry, in government and politics, in foreign affairs and diplomacy, and in education and civic affairs. It was urged "that world peace and the survival of mankind may well depend on the way in which we educate the citizens and leaders of tomorrow."

The study was prophetic in pointing out what needed to be done in planning for an adequate supply of competent teachers, in providing assistance to students, in providing for the diversity of educational opportunities, in financing higher education, and in delineating the role of the federal government. These matters have provided an agenda for higher education in this generation and have resulted in some consensus and in many conflicts.

The Board of Higher Education deemed that its role in North Carolina

was to plan a system. The Board of Trustees of the University of North Carolina held that its role was to plan for a great university, and the university set out with a singleness of purpose to carry out its role. Committees were set up on each of the campuses to examine every aspect of each, including present resources; projected student enrollment; and projected needs for finances, faculty, physical facilities, and student services in the years ahead.

The call for planning went down to the departmental level, and without a doubt some of the requests for the future represented an over-ambitious concept of the resources of the state and perhaps in some instances even empire-building, but the various plans were subjected to careful scrutiny and to fine tuning. In time the university and the Board of Higher Education engaged in some planning together, as will be pointed out. When the two were merged in 1972, their planning efforts were also merged.

The University of North Carolina was engaged almost continuously in long-range planning for over a decade after 1957-58. In that year each of the three campuses of the university made thorough studies of its total operations and developed comprehensive plans for the future. Following this initial planning, each campus made another detailed self-study for the Southern Association of Colleges and Schools. These studies were used as a basis for evaluating and updating their plans. In 1966 Governor Dan K. Moore requested the Board of Higher Education to develop a comprehensive plan for higher education in North Carolina. The board invited the cooperation of all publicly supported colleges and universities, and each institution was asked to undertake a long-range plan that would follow an outline suggested by the board. A University of North Carolina Committee on Long Range Planning with representatives from each of its constituent institutions and with Vice President A. K. King as chairman was assigned the task of answering the request of the board. Each representative on the committee directed a study on his own campus and edited the final report. A summary of these reports was published by the consolidated office and transmitted to the Board of Higher Education. The study furnished the best estimate available of the probable demand for university-educated manpower in North Carolina for the decade following 1968. It also showed clearly that the University of North Carolina, along with other state institutions furnishing information used in the study, had programs either in place or in the planning stage that could meet this demand. It was demonstrated that the need could be met if the university were given sufficient support to provide the necessary staff and facilities and if enough qualified and motivated students should apply for admission to certain critical fields.

On 13 January 1958 the executive committee reaffirmed for the third

time since 1951 the 15-percent rule for the admission of nonresident undergraduate students. A 10-percent rule had been in effect at an earlier date. The regulation had so many exceptions concerning children of alumni, students in programs serving a regional purpose, nonresidents born in North Carolina, foreign students, and students who might fill quotas of special programs not filled by residents, that it was not a very effective restraint for nonresidents who desired to study in the university. Over the years the 15-percent rule has been refined and some exceptions have been eliminated so that it operates more equitably to exclude nonresidents. In 1986 the limit was raised to 18 percent.

The relationship between the Board of Trustees and the Board of Higher Education continued to nag the trustees. The subcommittee appointed by the governor to confer with the Board of Higher Education came to the conclusion that there did exist the possibility of a serious basic conflict of authority; that the executive committee should request the Board of Higher Education to meet with it; that in its opinion the question of resolving the differences was the responsibility of the trustees; and that they should pursue the matter. The subcommittee met with a committee from the Board of Higher Education in the governor's office on 20 February 1958, and Governor Hodges encouraged the two groups to settle their difficulties in a spirit of cooperation. The special committee reported that representatives of the Board of Higher Education expressed "surprise and amazement" at the concern that the subcommittee expressed on behalf of the university. They also had misgivings about the advisability of a meeting between the full board and the full executive committee. Before any further meeting, the committee asked the president to provide information about the function, activities, and purposes of the university; about any ways in which these were being hindered or retarded by existing laws; and about any respects in which the administration or faculty of the university thought any existing laws should be changed. It was emphasized that the subcommittee believed that future action in this matter should be the responsibility and function of the trustees rather than that of the administration of the university.

At the next meeting of the Board of Trustees following the report of the special committee the governor stated to the board in discussing the problem, "So I can say to you in complete sincerity that we have a good strong responsible committee working on the matter for you and it will be done—not so much in a hurry—as it will be done with wisdom and with foresight as to what things are at stake in North Carolina education."

The problem of the Board of Higher Education moved along very slowly until a meeting of the full Board of Trustees in Raleigh on 26 May 1958, when Mr. Thomas Pearsall, chairman of the subcommittee, sub-

mitted a report that had been approved by the executive committee. He went into the history of the Board of Higher Education, mentioning that some members of the Board of Trustees had felt an awareness of the need for a coordinating board. An act establishing the board was passed in 1955, and the governor appointed its members from outstanding and dedicated citizens of the state. With the passage of time and the application of the law, members of the subcommittee and others now appreciated the effects of its application and everyday operation, Mr. Pearsall explained. He mentioned the call for the executive committee to discuss the matter and mentioned that one of those appointed, Mr. Victor S. Bryant, had been chairman of the committee that made the study that led to the Board of Higher Education. The subcommittee of the executive committee had studied the question: "Does the law creating the Board of Higher Education deprive the Board of Trustees of the University of the right to govern the affairs and policies of the University and, if so, is such deprivation injurious to the successful operation of the University?"

The report to the executive committee called attention to serious and basic conflict of authority between the two boards and recommended that the resolution of differences between them was the responsibility of the full board. They had gathered information about the functions, activities, and purposes of the university and the way the administration or faculty of the university thought any existing laws should be changed. Members of the committee had talked only informally with the chairman of the board. If the Board of Trustees approved, it was ready to confer with the Board of Higher Education or its representatives in a sincere effort to resolve any problems that could be resolved without legislation and to try to agree upon legislation that would resolve the remaining problems. In the report the committee expressed the opinion that the statute under which the Board of Higher Education operated, if exercised by the board, could deprive the trustees of the university of control of many of the policies heretofore exercised by the trustees. They gave as their opinion that there was a place for the Board of Higher Education, and that the statutes could be amended in such a way as to restore necessary autonomy to the Board of Trustees without depriving the Board of Higher Education of the authority to meet the purposes for which it was created. Suggestions were made for altering the act. The Board of Trustees approved the report and referred it to the executive committee to take action to implement the basic principles of the report without necessarily being bound by the specific statutory changes proposed in the report.

On 14 July Mr. Pearsall referred to the action of the full board concerning the relationship between the trustees and the Board of Higher Education. He reported that his committee believed the matter should not be

allowed to drag and had tried to fix an early conference date agreeable to both groups. The date had been set for 4 or 5 August, and Mr. Pearsall requested the appointment of two additional members to the subcommittee because the Board of Higher Education committee was composed of five members. The two new members were authorized.

On 12 January 1959, Mr. Pearsall made a brief report on the agreement that had been reached between the Board of Higher Education and the subcommittee of the executive committee concerning a revision of the act creating the Board of Higher Education. The act, together with additions and deletions that the two groups had approved, was reproduced in the minutes of the Board of Trustees. It deleted permission for the Board of Higher Education to operate a coordinated system of higher education in North Carolina and substituted that it would cooperate with other educational agencies in planning such a system. It was agreed that the phrase "determine the major functions and activities of each institution" would be replaced by the phrase "allot the major functions and activities of each institution." The following statement in the act was deleted: "The Board shall make plans for the development of a system of higher education and shall have the power to require such institutions to conform to such plans," and a clause was substituted that made it impossible for the board to require an institution to abandon or discontinue any existing educational function without the approval of the General Assembly.

In addition, the budgetary authority of the board was considerably relaxed and its authority over requests for transfer of funds was weakened. Mr. Pearsall expressed "deep gratitude" to the members of the Board of Higher Education and to the members of his own committee for their cooperation and moved the adoption of his report and the recommendations it contained. The motion was approved and the tensions between the two boards were temporarily relaxed when the amendments were adopted by the legislature.

In the midst of the controversy between the two boards, the *Greensboro Daily News* editorial page made the following observations that pointed to more than thirteen years of uncertainty:

Thus the battle of superstructures is joined, and one or a combination of these alternatives is possible:

(1) The State Higher Board . . . might be abolished. A petition advocating that was in circulation at Woman's College Monday. In our opinion such action would be rash and destructive: North Carolina's 12 institutions of higher learning . . . badly need supervision to avoid duplication and overlapping . . .

(2) The Consolidated superstructure of the University, now entirely separated from the three units, could be abolished and indi-

vidual boards of trustees reinstituted at Chapel Hill, Raleigh and Greensboro. This procedure would cause a vast reshuffling of power and might not be practical or advisable. . . .

(3) The (other) nine institutions of higher learning . . . might be absorbed into an enlarged consolidated university system, with the State Higher Board merged in a new concept of power . . .

(4) Governor Hodges' study committee might redefine or clarify power of the State Board of Higher Education to the satisfaction of both groups . . .

The fourth alternative, of course, would be easier for all concerned, but it might simply delay tackling the larger organic problem.

Innovations and Tensions

THE Consolidated University of North Carolina was beset by a number of outside forces and internal tensions during the decades of the 1950s and 1960s. Phenomenal growth occurred with the headcount enrollment increasing from 14,798 in 1956 to 47,339 in 1971. The sudden expansion overloaded facilities and made it difficult to secure adequate faculties. The extent of the problem was not well understood by either the public-at-large or the political leaders. There was some criticism of the changing mores and customs among students and the radical action of a few students—frequently the offshoot of the civil rights movement and racial tensions. Editorials from the conservative press and radio and television commentators kept attention focused on the so-called liberalism of the university. The national and state political campaigns of 1960 tended to exaggerate some of the mistaken notions about the university that were already in circulation.

There was a period of intense criticism of the Board of Trustees following the election of board members by the legislature in April 1955. At this election, Major L. P. McLendon of Greensboro and Dr. Clarence Poe of Raleigh, two prominent and experienced members of the board, were defeated. This election was widely criticized in the press, and the fact that members of the legislature were eligible for election to the board was pointed out as one of the reasons why reform was needed. It developed that the new Board of Higher Education was authorized by the same legislature, and Governor Hodges appointed Major McLendon as one of the initial members of that board. There were many who thought that the seeds for strained relationships between the two boards may have been planted by this appointment.

Governor Hodges asked the legislature of 1957 to authorize a commission to study the manner of selecting trustees of the University of North Carolina. This commission made a feeble attempt to study the problem and reported to the legislature in 1959. Suggestions were made during the study that the 100-member board was unwieldy and that it was impossible to find enough persons who would take an interest in the university

to serve on the board. It was criticized as a board on which membership was sought for the honor rather than for the opportunity to serve. It was also charged that the board was dominated by alumni of the university at Chapel Hill. No action was taken and the 100-member board continued with an occasional editorial sniping at its membership over the years. During the dispute with the Board of Higher Education it was even dubbed by one editorial as a "fifth wheel." Much of the work of the university board was actually transacted in either regular or specially called meetings of the executive committee, which eventually came to have twelve members and was presided over by the governor, who also presided over the full board. The one hundred members over the years usually had the judgment to pick its more distinguished, capable, and dedicated members for service on the executive committee. It was the high credibility of the smaller group that made it almost impregnable from assault over many years.

It will be recalled that President Friday at the time of his election had placed great emphasis on academic freedom. An All-University Committee under the chairmanship of Dean Henry Brandis of the law school developed a suggested policy on academic freedom, tenure, and academic due process. The visiting committee of the Board of Trustees recommended to the full board on 23 February 1959 that the statement on this matter be adopted by the board. President Friday submitted to the executive committee in March of that year the report of the Brandis committee and requested that it be approved for inclusion in the *Code* of the university, which was at that time also in process of revision. Mr. Victor Bryant moved that final consideration of the report be deferred until the next regular meeting of the executive committee and that the chairman be requested to appoint a committee of three to which the matter would be referred for study and recommendation.

In May of that year, Mr. Bryant, who had been appointed chairman of the special committee, presented a revised draft of the Brandis committee report. It was adopted and has come down to the present time with some changes and expansions as the official set of regulations on academic freedom, tenure, and due process embodied in the *Code*.

The full Board of Trustees at its meeting on 25 May ratified the action of the executive committee. In presenting the report, Mr. Bryant stated: "To have a good faculty, money alone is not enough. As important as faculty salaries may be . . . there is perhaps something else just as important, if not more so. It is the right of a faculty member as a responsible person to search for, speak and teach the truth without undue interference."

Among the many problems that confronted the Board of Trustees of the University of North Carolina during the early days of President Fri-

day's administration was that of codifying the laws relating to the university, the by-laws of the Board of Trustees, the duties of university officers, and the statement on academic freedom, tenure, and academic due process that the board had adopted at an earlier date. Judge Rudolph I. Mintz was chairman of a special committee for this purpose that reported to the board on 12 November 1962. The suggested Administrative Code brought together the statutory law governing the university; the by-laws of the board, which had accumulated over a long period of time; a statement concerning the responsibilities and duties of the officers of the university, which had been adopted during the previous decade; the statement on academic freedom, tenure, and academic due process, which had been formulated by the Brandis committee discussed above; and some amendments to several sections that were not covered by the General Statutes.

The General Statutes gave the official name to the university and to each of its constituent institutions. There were one hundred trustees, ten of whom were required to be women, elected for terms of eight years by the General Assembly by joint ballot of both houses. One-fourth were elected every two years. The university was incorporated; the law stated its property rights, its authority to use receipts, and its power to fix tuition and fees and to make provisions for students who were unable to pay their tuition and fees. The statutes also outlined the immunities of the university from taxation and for liability from torts.

The by-laws of the board contained a mixture of enactments by the General Assembly and by the board itself. The membership, it was pointed out, included by statute the superintendent of public instruction. The former governors were made members of the board for life upon expiration of their terms. The power to vote was extended to all members of the board. Membership on the board of any trustee, except one who was a member of the armed forces, was forfeited if he were absent from all meetings over a period of two years. The board also had the power to remove a trustee for improper conduct. This action had to be taken at a regular meeting of the board. The legislature of 1963 stipulated that sixty-five members of the board would have to be present if such action were taken.

A statute stipulated that the governor was chairman of the board and of its executive committee, with the power to designate an acting chairman if he were absent. The by-laws also stipulated that there should be a secretary elected from the membership of the board and an assistant secretary whose term of office would be concurrent with that of the secretary. It was provided that the assistant secretary could not be a member of the board and would be paid such salary as the board might establish. De-

tailed regulations covered keeping the minutes of the board and circulating the agenda for board meetings.

The Board of Trustees was required to hold three regular meetings each calendar year, one of which had to be held in Raleigh during a meeting of the General Assembly in the years when it convened. Provision was also made for special meetings that the governor could call and that could be called by the secretary at the written request of not less than twenty members of the board. With certain exceptions, a special meeting could consider any matter of business relating to the university. It could not revoke or alter any order, resolution, or vote of any regular meeting, or take up any matter that had been specifically reserved for a regular meeting of the board.

The draft proposed by Judge Mintz provided that "not less than ten shall constitute a quorum and shall be competent to exercise the full power and authority for the accomplishment of the business of the University." This was objected to, and a substitute motion provided that it be referred to the General Assembly in 1963, with a recommendation that the statute making ten a quorum be changed to make it twenty. When it was considered by the legislature, the quorum was changed from ten to fifty-one.

Strict regulations were passed regarding the notice of meetings, with ten days notice for a regular meeting, five days for a special meeting, and five days for a meeting of the executive committee, except in emergency situations when the chairman could call a meeting with only three days notice.

The by-laws stipulated the order of business for a meeting, and adopted *Robert's Rules of Order* as a guide except when there were specific rules and regulations that did not comply with *Robert's Rules of Order*.

The powers of the Board of Trustees as stipulated in the statutes were summarized, including the authority to exercise corporate power to make necessary rules and regulations for the university; to appoint a president and, on his recommendation, other officials and faculty members (who could be removed for misconduct, incompetence, or neglect of duty); to approve or disapprove the awarding of honorary degrees; to make rules and regulations governing the use of streets, drives, and parking areas; to appoint from their own number an executive committee "which shall be clothed with such powers as the Trustees may confer"; and to appoint one or more fiscal agents as necessary.

The *Code* provided for the election of standing committees. Regular elections were to be held at the commencement meeting of the board. The standing committees except the executive committee were given the authority to elect a chairman from their membership at the first meeting

each year following elections. Each committee except the executive committee was required to make a written report to the board at least once each year.

The executive committee was the most important of the eleven committees stipulated in the Mintz Code. It consisted of twelve members, who were required to be members of the board and were elected for terms of six years. The governor was ex-officio chairman of the executive committee but he did not have the right to vote unless he were an elected member of the committee. The governor had the right to vote in case of a tie vote. The executive committee was required to hold at least six regularly scheduled meetings each calendar year, and special meetings could be held at the discretion of the chairman or upon request of three members of the committee. It had full power to act for the board but it could not alter or revoke any order, resolution, or vote of a regular or special meeting of the Board of Trustees, and it did not have the power to elect the president or any member of his staff or the chancellor or business manager of any of the constituent institutions. The committee had to report in writing all of its actions to the Board of Trustees. It reviewed the proposed budgets of the institutions before they could be submitted to the Advisory Budget Commission of North Carolina. It also approved or disapproved all appointments to the faculties and staffs of the institutions comprising the University of North Carolina that were proposed by the president and that were for terms of more than one year.

The Finance Committee consisted of seven trustees who served for a period of four years. Its duty was to direct and supervise the investment of university funds and to have jurisdiction over the duties that had previously been performed by the Escheats Committee.

The Building Committee consisted of three subcommittees, one for each of the institutions, and of five trustees who served for a period of four years. They were to work with the chancellors and business managers of the respective institutions and the president and the business officer and treasurer of the university on such matters as the selection of architects or engineers, the approval of building sites, the approval of plans and specifications, and the acceptance of all completed buildings and projects.

A Visiting Committee of twenty-one trustees to be elected by the board for terms of four years was provided. It was responsible for visiting, either as a body or through subcommittees, the campuses of the university once each calendar year or more often if deemed advisable. It could devote attention to virtually any aspect of the operation of the institution that it might choose, and it could interview any officer, faculty member, employee, or student, or give any one of these a hearing on re-

quest in writing. It was responsible for making a biennial report to the board at the fall meeting in even years.

Other committees were responsible for the areas of real property and memorials, naming buildings, honorary degrees, and the O. Max Gardner Award. Two new committees were created, one to prepare nominations for the various standing committees and a second on university development. Two committees were discontinued, one on home economics and the other on agriculture. It was difficult for the administration to deal with a special committee that had oversight of a program similar to the ones discontinued; however, a Committee on Health Affairs was continued. Its duty was "to advise and counsel the University Administration in reference to all matters pertaining to the work of the Division of Health Affairs." There was some question as to whether this committee over the years had a steadying or a disquieting effect on the operation of that important division during its formative years.

Finally, there was an Admissions Advisory Committee that had the duty of counseling the university administration on "matters pertaining to the admission of students in all schools and departments." This committee was called on from time to time by the administration for advice on such matters as out-of-state admissions, testing requirements, and other admissions problems.

Chapter 3 of the *Code* was devoted to the titles, responsibilities, duties, and functions of the principal officers of the university. It gave to the president broad general powers, with the injunction that "he shall exercise complete executive authority over the institutions comprising The University of North Carolina." It was made clear that he was the official spokesman for the institution. His authority was described in sufficient detail to leave no question concerning its scope. The duties of the principal general officers under the central administration of the Consolidated University were also stipulated in some detail; however, in the decade ahead, there were frequent changes in the titles and duties of some of the staff and additions to the staff rendered some of this section obsolete. The duties of the chancellors were described in sufficient detail to make it clear that they were responsible to the president for the administration of their institutions and also to give them broad powers under his direction. A new section assured that the faculty and chancellor in each of the institutions were to exercise full and final authority in the regulation of student conduct and in matters of student discipline.

Chapter 4 of the *Code* added to the rules and regulations of the university the new section on academic freedom, tenure, and academic due process, to which there has been previous reference. It defined academic freedom and guaranteed it to the faculty. It went into the matter of academic

tenure in great detail stipulating the procedure through which a member of the faculty would progress from instructor to full professor. It also contained an extensive section on suspension and discharge of faculty members, which guaranteed due process and an opportunity for appeal.

The work of the Mintz Committee gave the university a complete codification of its rules and regulations for the first time and was a valuable instrument in university government over the next decade as well as a substantial guide in the preparation of a code for the restructured university after 1971.

Criticisms of governance of the university continued and even grew sharper in the next decade. It was charged that the hundred-member board was too cumbersome; that it contained too many graduates of the university at Chapel Hill; that it included too many members of the General Assembly; and that it was in the hands of a small, elite group that really governed the university through the executive committee of the board. There were movements from time to time to effect changes. The other state-supported colleges complained that the powerful university board was able to dominate the appropriation of state funds and always received the lion's share. Perhaps the first attempt to do something about this dominance of the board was the creation of the Board of Higher Education in 1955. Some of the dissension between the two boards has already been described. From time to time there were commissions appointed to study the Board of Trustees of the Consolidated University and recommend reforms. One of these has already been mentioned.

In the late 1960s, another commission under Governor Hodges attempted to make recommendations for improving the Board of Trustees. It failed to make a dent in the structure and the board continued its activities under the *Code* and with guidance from the powerful executive committee, until the crisis over restructuring in 1971 resulted in what some thought was a solution to the problem.

One of the dramatic developments in higher education during the last thirty years has been the increasing identification of universities with the economic health of the regions in which they are located. Examples of this are the areas around Stanford University and the University of California at Berkeley and around Harvard University and Massachusetts Institute of Technology in Cambridge, Massachusetts. In North Carolina, since about 1955 and primarily because of the location of the University of North Carolina at Chapel Hill, Duke University in Durham, and North Carolina State University at Raleigh, there has been a phenomenal development in what has come to be called the Research Triangle. As early as 1952, the late Dr. Howard Odum, founder of the Institute for Research in Social Science at the university at Chapel Hill and professor

of sociology, was advocating the establishment of a research institute to be located near the Raleigh-Durham Airport. Another individual, Mr. Romeo H. Guest, a graduate of the Massachusetts Institute of Technology and president of a Greensboro contracting firm, became convinced that the way to bring industry to the south was to establish a high-tech center that would attract research scientists. He discussed his ideas with others and became a promoter of what he called the Research Triangle, an area that he proposed locating near the Raleigh-Durham Airport where he also envisioned a research center.

The university at Chapel Hill invited a panel of physicists from Princeton, Cornell, and Harvard to survey its Department of Physics and make recommendations for its improvement. In their report in 1954, it was recommended that "the opportunity should be seized to . . . build a strong center of pure physics, of physics technology and engineering physics" in the area because "the Chapel Hill-Raleigh-Durham Triangle has the potentiality to grow into the great physics center of the Southeast." By 1954 it appeared that the research center envisioned by Messrs. Odum and Guest and others was an idea whose time was fast approaching. It needed only an advocate.

Early in 1955 Mr. Guest approached Governor Luther H. Hodges, who had succeeded to that office in the previous November on the death of Governor William B. Umstead, with the idea for the research center. Governor Hodges immediately saw the center as potentially a great stimulus to the industrial development and economic growth of the state and he became its enthusiastic advocate.

In the spring of 1955 Governor Hodges appointed the Research Triangle Committee, chaired by Mr. Robert M. Hanes, a well-known industrialist from Winston-Salem. The committee, which served informally for some time, was chartered in September 1956. By this time, President Friday, the chancellors at Chapel Hill and Raleigh, and the president of Duke University had become involved. They also saw not only the potential for industrial development but a great opportunity for enhancing scientific research in the area. On the recommendation of President Friday, Dr. George L. Simpson, Jr., became its director. Dr. Simpson was a professor of sociology in the university at Chapel Hill and had been one of Dr. Odum's most brilliant students. He was thoroughly familiar with Dr. Odum's dream of a research center and was engaged in revising Dr. Odum's monumental study, *Southern Regions*. The Research Triangle, encouraged by the academic members who were now caught up in the enterprise, made a study to determine how many faculty members at the three universities were involved in research related to the interests that were being cultivated by the committee. They found the number to

be nearly nine hundred. In September 1957 the Research Triangle acquired its first land and in December 1958, under the wise and capable leadership of Mr. Archie K. Davis, Chairman of the Board of Wachovia Bank and Trust Company, the committee changed its name to the Research Triangle Foundation of North Carolina, a nonprofit corporation, and established Research Triangle Park, a profit corporation, as its wholly owned subsidiary. The board of the foundation included the governor, eight individuals representing the universities, and sixteen representatives from business and industry.

Initially, Mr. Robert Hanes was chairman of the board and Mr. Davis president. President Friday and the heads of the three universities were intimately involved in the planning, and members of the Board of Trustees of the Consolidated University—notably George Watts Hill—were also active in the enterprise. By the end of 1958 Mr. Davis's campaign had raised pledges and contributions of \$1.5 million. The figure reached \$2 million by 1960.

One of the first things that the Research Triangle Foundation did was make a grant toward the establishment of the Research Triangle Institute. Two years earlier in January 1957 Dr. Simpson had recommended the organization of a research institute devoted to high-level scientific research sponsored by government and industry. The institute became a reality on 29 December 1958 when the Research Triangle Institute was formally incorporated as a nonprofit organization owned entirely by the Consolidated University and Duke University.

Mr. George Herbert, former executive associate director of the Stanford Research Institute in California, was elected the institute's first president. Its Board of Governors consisted of twelve members representing the universities, twelve from business and industry, and the president of the Research Triangle Institute. The choice of Mr. Herbert was particularly fortunate. He soon developed an attachment for North Carolina and has been one of the important builders of the state during this generation.

The Research Triangle Institute was ready for business in 1959. The Atomic Energy Commission became one of the institute's earliest clients. Its \$160,000 grant represented 40 percent of the institute's contracts for the first year. Mr. Herbert opened an office in Durham until the first unit of the institute could be completed. In May, Chemstrand Corporation announced that it would build a \$1 million laboratory in the park for research in chemical fibers. In October, a \$2.5 million laboratory for research in polymers, provided by the Dreyfus Foundation, was announced by Governor Hodges.

After a few years, Dr. George Simpson left to become an associate director of NASA and later chancellor of the university system of Georgia.

His creative ideas gave indispensable impetus to the Research Triangle Foundation in its formative years.

Perhaps the one aspect of the Research Triangle that has been most beneficial to the university community has been the Research Triangle Institute. Department heads and faculty members of the university played key roles in planning and developing major research programs. There was a constant exchange of information and a sharing of facilities between the institute and the university, and frequent seminars, lectures, and symposia benefited both groups. Many of the institute's staff were enrolled in graduate courses for credit at the universities, and a number of university advanced-degree students found employment with the institute upon graduation. "The knowledge gained through this participation and representation," President Friday said in 1959, "affords the University the opportunity of cooperation in a way that strengthens both the Institute program and the research activity of our institutions." By 1985 the institute had about 1,150 full-time and part-time employees, a beautiful campus, and over \$53 million in research contracts.

The rapid growth in the number of corporations that located research laboratories and high-technology factories in the Research Triangle Park has made the area one of the largest research and development centers in the nation. The growth was steady in the early years with six companies having facilities in the park in 1965 and sixteen in 1970. During the first half of the 1970s this number remained unchanged, a result no doubt of stagflation—high inflation and unemployment rates—and its crippling effect on the nation's economy in those years. Between 1975 and 1980 the number of companies in the park doubled from sixteen to thirty-two. By 1986 eleven more companies had added their names to the list, making a total of forty-three. The list has been an impressive one including such firms as General Electric, Data General, IBM, Glidden, Burroughs-Wellcome, Northern Telecom, and the U.S. Environmental Protection Agency. Still, the Research Triangle Park, which includes more than 6,500 acres, has managed to maintain a park atmosphere. Local zoning by the park required each development to be on no less than eight acres, and no more than 15 percent of any tract could be developed. Furthermore, all construction had to be at least 150 feet from the lot line, meaning that the research laboratories and high-tech factories are set among southern pines, oak, and hickory trees creating, according to one writer, "a real park—not an industrial village." By 1985, 26,000 people were employed in the research triangle, and the annual payroll was over \$1 billion. The result was not only a great scientific and economic revolution in central North Carolina, but also a serious traffic problem.

In 1966 the Triangle Universities Computation Center (TUCC) was

chosen to provide computing services for the educational research and administrative needs of the University of North Carolina at Chapel Hill, Duke, and North Carolina State. Grants from the National Science Foundation and the North Carolina Board of Science and Technology helped to defray the costs.

The National Humanities Center, a place for advanced study in the humanities, was opened in the triangle in the late 70s. The presence of the three universities and their libraries along with the attractive location of the center have drawn some of the most eminent scholars in the world to North Carolina for a year of advanced and creative study.

A constant concern of the university has always been the budget appropriation that it receives from the state legislature and the administration of that budget by the governor's office. Governor Hodges reorganized his office to provide a Department of Administration in which the budget was administered by the Budget Bureau. The first director of the Department of Administration was Mr. Paul A. Johnson, a member of the staff of the Institute of Government at Chapel Hill. Mr. Johnson was familiar with the problems of the university in administering the budget. He advocated greater flexibility for university officials in supervising the expenditure of university appropriations. Under his able leadership and with the cooperation of Mr. A. H. Shepard, Jr., business officer and treasurer, and other fiscal officers of the state-supported institutions, an improved structure and form of the budget was authorized by the legislature and adopted. This new approach to budgeting included three parts. The first, designated the "A" budget, embraced a continuation of the previous year's activities. The second, known as the "B" budget, included all funds for enhancing and adding to the activities of an institution. The "C" budget included all capital facilities. The Department of Administration, with the approval of the Board of Higher Education and the active request of the university administration, sought discretion in the allocation of appropriated salary-increase funds. This made possible the use of such funds on a merit basis. The idea of a continuation budget, an enhancement budget, and a capital improvement budget and the discretionary use of salary funds has continued to the present day.

In 1959 a budget crisis occurred for the university. As reported in the *Charlotte News* for 25 February, "Out of all the statistics piled on the General Assembly's desk in Raleigh this week, one bundle of numbers stood out: the Hodges administration's incredibly tightfisted budget recommendations for the Consolidated University of North Carolina."

President Friday called for the assistance of the Board of Trustees on 23 February. He made it clear that if the recommendations of the Advisory Budget Commission should stand that "we shall not be able to

maintain the level of excellence and quality the University is known throughout the world to possess." He presented Chancellors Aycock, Blackwell, and Bostian for a lengthy discussion and explanation of the budget recommendations. Vice President William D. Carmichael, Jr., made an especially stirring statement on behalf of faculty salaries and gave dramatic illustrations of offers that had been made to members of the faculty. The burden of his remarks was that "North Carolina has become a happy hunting ground for universities on the prowl for distinguished teachers and researchers."

The Board of Trustees, the state press, alumni, students, faculty members, members of the General Assembly, and many other friends of the university responded to its call. In May 1959 the outcome was still in doubt. President Friday reported that the original request of the trustees for the "B" budget of \$11,799,997 had been cut by the Board of Higher Education to \$6,093,174. This was further reduced by the Advisory Budget Commission to \$1,938,483. The consolidated administration had revised its original request downward to \$5,227,600. He urged the executive committee to support the restoration of at least \$5,227,600. The request was endorsed, and he was directed to urge the General Assembly to appropriate this amount of money. The efforts that were made to replace the funds were partially successful, and the General Assembly provided in the appropriation bill \$3,483,289 for faculty salary adjustments to be allocated on a merit basis by the administration of the university. It was President Friday's opinion that "these funds have enabled us to retain our faculties and to attract additional capable teaching and research personnel." He warned, however, "that the struggle to maintain a competitive salary scale is a never-ending one."

President Friday continued working on his top-level administrative staff. Dr. Donald B. Anderson was appointed provost on 26 May 1958. He had been a member of the faculty at North Carolina State College since 1928. He held a Ph.D. from Ohio State University and had done graduate work for a year at the University of Vienna. At North Carolina State he had been head of the Division of Biological Sciences, associate dean, and dean of the graduate school. His duties included primary concern for the undergraduate program of the university, oversight of educational television and the admissions testing program, and the selection and promotion of faculty personnel.

Chancellor Bostian announced on 6 November 1958 that he desired to relinquish the chancellorship of State College on 1 July of the following year. He had served for five years and had run the affairs of North Carolina State with an even hand. It was his own personal desire to return to teaching while he was still young enough to have a further productive ca-

reer. His resignation was accepted by the Board of Trustees with grateful appreciation and a nominating committee was appointed to make a search for his successor.

On 10 August 1959 President Friday recommended the appointment as Chancellor of Dr. John Tyler Caldwell, who was then forty-seven years of age. He was a native of Mississippi, a graduate of Mississippi State College, and held a master's degree from Duke University. He subsequently studied at Columbia and received his Ph.D. in political science from Princeton in 1939. He had had wide experience in teaching, was a commander in the Navy, had served as President of Alabama College, and at the time of his election was president of the university of Arkansas. When he was presented to the Board of Trustees, members of the selection committee paid high tribute to his promise as a chancellor and explained that they had looked both without and within the state for the best person available to lead North Carolina State. It was known that there were some who wanted this position to go to a North Carolinian, and there were candidates who felt that they deserved the position. Dr. Caldwell's connection with the institution turned out to be a happy one, and he soon became a popular leader of both the students and faculty. He also proved to be a valuable resource to the entire university.

Dr. William M. Whyburn resigned from his position as vice president for graduate studies and research on 23 May 1960. He had had a long and distinguished career as teacher, college president, and research scholar. He accepted administration in the Consolidated University as a matter of duty and discharged the functions both of provost and then of vice president for graduate study with distinction. His contribution to the Research Triangle and his leadership in establishing the computation center in Chapel Hill were among his enduring services to the Consolidated University. The duties of the vice president and provost and those of the vice president for graduate studies and research were merged, and Dr. Anderson assumed the title of vice president for graduate studies and research. This completed the staffing of the consolidated office and the principal positions in the three constituent institutions. However, after two years at the Woman's College, Chancellor Blackwell had an opportunity to become president of Florida State University. The offer was so attractive that he felt that he could not turn it down. It was also no secret that Chancellor Blackwell was dissatisfied with the degree of support that his institution received from the legislature. He had performed with distinction and had the love and respect of the students, faculty, and alumnae of the Woman's College. His resignation was widely regretted and was a genuine loss to the university. Dr. W. W. Pierson was called on once again to act as chancellor for 1960-61, and a search committee was constituted to find a candidate for that responsible position. Dr. Pierson rendered a

genuine service to the institution on the two occasions that he acted as chancellor. During the first term, 1956–57, he drew the staff together after a traumatic period and turned over a smoothly functioning organization to Chancellor Blackwell. In his second term, he carried on the plans of the previous administration and at the end of the year, once again, left an educationally sound organization for his successor.

The death of Vice President William Donald Carmichael, Jr., on 27 January 1961 was a severe blow to the General Administration and a loss to the entire university community. He gave, without consideration to his own personal health, twenty-one years of devoted service to the Consolidated University and left an indelible stamp on each of the three institutions. In the memorial to him adopted by the Board of Trustees, the author, Mr. J. Spencer Love, made the following statement: "Perhaps someday someone will neatly catalogue his works by singling out from the multitude of things that he touched in some way those which deserve to bear his individual name and label. But let it be recorded here that his good works in the University are inestimable and all-pervasive and that his influence extends to everything that affects the welfare of his State."

To provide for better liaison with the Board of Trustees and to bring additional strength to the Consolidated University staff, the position of secretary of the Consolidated University was reinstituted and on 1 February 1961, Fred H. Weaver, dean of student affairs on the campus of the university at Chapel Hill, was appointed to that position. Mr. Weaver was a graduate of the University of North Carolina. He received his A.M. from Harvard University and had been dean of students since 1946. At one time he served as American vice-consul in Rio de Janeiro, Brazil, and from 1942–46 he served as a naval aviator with the rank of lieutenant junior grade.

After an extensive search by a committee under the able leadership of Mrs. Virginia Lathrop, Dr. Otis A. Singletary, professor of history and assistant to the president of the University of Texas, was nominated for the chancellorship at the Woman's College. On 17 April 1961 he was elected to that position by the Board of Trustees. Dr. Singletary was a native of Mississippi with an undergraduate degree from Millsaps College and master's and Ph.D. degrees from Louisiana State University. He had a brilliant record as a teacher and scholar. His experience in administration and his attractive personality were assets that the Woman's College sorely needed at the time.

At the beginning of 1961, Governor Luther Hodges's long tenure as chairman of the university Board of Trustees came to a close. An appropriate resolution expressing the appreciation of the board to him for his leadership was adopted.

In the 1950s basketball fever hit North Carolina. In 1946 North Caro-

lina State College had brought into the state the popular coach Everett Case from Indiana. His successes inspired the university at Chapel Hill to employ Frank McGuire, a coach who had had great success at St. Johns College in New York. Other institutions followed with efforts to match the two units of the university. In May 1954 North Carolina State was placed on probation by the NCAA and prevented from engaging in the basketball championship play-off for one year. This penalty was for violating regulations governing the recruitment of basketball players. Two years later it was placed on probation for a period of four years by the NCAA for irregularities connected with the recruitment of a Louisiana high-school graduate.

In the meantime, the university at Chapel Hill with a team recruited almost exclusively from out of the state was coming on strong and had a perfect season climaxed on 23 March 1957 with winning the NCAA championship. In January 1961 it too was placed on probation for one year by the NCAA for violating recruitment regulations having to do with the entertainment of prospective students.

After the opening of the Reynolds Coliseum on the North Carolina State College campus in 1949, the university at Chapel Hill, State College, Duke, and Wake Forest participated annually in a basketball tournament held in the Coliseum and known popularly as the Dixie Classic. Case invited four outside teams for a three-day round of twelve games. Probationary status did not impede an institution that wanted to take part in the tournament. This event came to be one of the prime social and entertainment activities of the Christmas season in eastern North Carolina. Every year it drew hundreds of people to Raleigh during the week following Christmas and was of considerable commercial value to the community. Tampering with the Dixie Classic was almost unthinkable.

In March 1961 a sensational and sordid drama began to unfold. Evidence of an athlete's participation in bribery was placed before Chancellor Aycock. It was reported that the chancellor permitted the student to withdraw from the university "under conditions other than honorable." On 3 May Chancellor Aycock, who had investigated the situation thoroughly, suspended another athlete who had received All-American honors that year. It was reported that he was found to have made "initial misstatement and subsequent concealment" of what the chancellor termed "relevant facts."

The case became worse when on 12 May Chancellor Caldwell learned that members of the state college basketball team had participated in the bribes. Two of the members were not enrolled in North Carolina State at that time and they were forbidden by the chancellor to reenter. Another player, who was enrolled, was dismissed by Chancellor Caldwell

with the proviso that he would not be permitted to reenroll. Many sensational rumors surrounded these events, among them that St. Louis gamblers had threatened the lives of some players if they did not shave points. Aside from lurid details, the awful truth was that the influence of gamblers had infiltrated the two teams. This situation, connected with the NCAA probationary sentences and the fact that the Atlantic Coast Conference had on three occasions in the previous five years imposed a fine or disciplinary measures on the teams, indicated that something drastic needed to be done.

President Friday made the following statement to the Board of Trustees on 22 May:

Chancellor Aycock, Chancellor Caldwell, and I have conferred frequently in the last few days. We have been deeply conscious of the implications of these events for the character and standing of the University as well as for the unfortunate students. In our resolve to counter scandal with saving remedies, we have been reassured by expressions of genuine concern and eager support from faculty members, students, alumni, members of the press, and others who hold dear the traditions of this University, and hold its integrity most dear.

As we considered the problem before us, it became clear that we must choose one of two general courses of action:

(A) We could discontinue altogether or suspend for a fixed period of time participation by our institutions in intercollegiate competition in basketball.

(B) We could move forthrightly to eliminate or correct conditions that have discredited the sport, in order that we might continue a program of intercollegiate competition in basketball.

He stated further that he and the chancellors had agreed to follow the second alternative. He mentioned that one of the students involved admitted that he was approached during the previous summer while playing basketball in the Catskill Mountains. They had decided that no basketball players would be permitted to engage in organized playing of any kind during the summer months under penalty of the loss of eligibility.

They had considered abolishing grants-in-aid but rejected it as likely to bring on a greater evil—the control of financial assistance to athletes by outsiders.

They had come to the conclusion that “our basketball teams of recent years have been formed of a disproportionate number of students from regions of the country distant from our State and our conference.” The players, it appeared, had been recruited because of their skill as performers and “without regard for the desirability of fielding teams which

are more or less representative of the normal composition of our student body."

It had been decided to restrict athletic grants-in-aid to two in basketball in any year at each institution to students from states outside the Atlantic Coast Conference area and the same principle would be applied to football.

Finally, they had decided that for State College and the university at Chapel Hill, beginning with the next season, intercollegiate competition in basketball would be limited to "(a) the 14 games required by Conference rules; (b) the ACC tournament; (c) the National Collegiate Basketball Championship; (d) not more than two additional games this season and every season thereafter with nonconference teams in other than Atlantic Coast Conference or NCAA Championship Tournament play. Among other things, this means the immediate discontinuance of the Dixie Classic." President Friday pointed out the disadvantage of holiday tournaments and the commercialization of sports. He assured coaches that their contracts would be honored.

There was a virtual fire storm over the action. A few members of the board questioned it. President Friday responded to them, "I will say to you . . . we have told you how we think the matter should be handled. The question then, if you start getting into specifics, will be this: Are you ready to take over the administration of intercollegiate athletics as a Board of Trustees?" He emphasized that they should all think in terms of the integrity and the reputations of their institutions in the minds of people who count in this country. Only four of the ninety-two members of the Board of Trustees present failed to vote affirmatively to sustain the action of the president and the chancellors.

This episode received wide publicity, and it is safe to say that the action did much to reestablish the integrity of the institutions involved. It is true that there was some carping and criticism. Even the state legislature two years later made a representation in behalf of the Dixie Classic; however, President Friday, in a dignified response, explained the reason for not changing the decision. Incidentally, most of the big four teams were glad to be free of the Dixie Classic so that they could accept more attractive offers during the Christmas holidays.

More than two years later the president reported that in the period following May 1961 the limitation on the number of regular season basketball games that could be played had been relaxed and other changes had been made. He announced further that the chancellors agreed with him that varsity basketball competition during the Christmas holiday season could be resumed beginning in 1965. North Carolina State and the university at Chapel Hill would be permitted to participate in basketball competition with varsity teams from two institutions that they would se-

lect "in doubleheaders on successive evenings." This did not permit the resumption of the Dixie Classic. All other institutional restrictions on intercollegiate basketball had been lifted. This presumably meant that there could be recruitment on a nationwide scale and more than two grants-in-aid from outside the conference area. Thereafter the institutions would be expected to operate within the framework of the Atlantic Coast Conference and the National Collegiate Athletic Association.

It might be of interest to note that effective 31 August 1961, Mr. Frank McGuire left the university at Chapel Hill to become the coach of the Philadelphia Warriors, a professional team, and he was replaced by his assistant, a little known young man by the name of Dean Smith.

Changing the Restrictions of Consolidation

TERRY SANFORD was inaugurated governor in January 1961. He had been elected with the pledge that he would work for the improvement of education at all levels in North Carolina. True to his pledge, he began to exert the influence of his office and to have an impact first on the public schools and then on higher education. The political climate in North Carolina became more friendly to education. This was reflected in the appropriations of the General Assembly of 1961, both to the public schools and to the university.

In September 1961 the governor had become convinced that plans on a statewide basis would have to be made for educating the rising tide of students that the demographers projected for the next decade and even beyond. He appointed a "blue ribbon commission" of twenty-five prominent citizens including a number of leaders in the field of higher education. President Friday was from the beginning one of the leaders of the group. It was known as the Governor's Commission on Education Beyond the High School. The chairman of the commission was Mr. Irving E. Carlyle of Winston-Salem. The commission selected Professor John L. Sanders of the Institute of Government of the university at Chapel Hill as its secretary. Represented on the commission were members from public higher education, private higher education, the Board of Higher Education, trustees, members of the General Assembly, and the public at large. The group was organized into several committees. Among them were the Central Coordinating Committee with Mr. Carlyle as chairman; the Committee on the Development of Systems of Higher Education of which Major L. P. McLendon from the Board of Higher Education was chairman; one on community colleges and new colleges of which President Leo Jenkins of East Carolina College was the chairman; and one on long-range growth patterns of which Mr. Thomas J. Pearsall of the Board of Trustees of the university was chairman. Others dealt with enrollment and admissions standards; financing and budgets; cooperative planning

between public and private institutions and the public schools; and college surveys. The commission employed a number of scholars to assist them in the research necessary for carrying on its investigation. They first called on Dr. C. Horace Hamilton, Reynolds Professor of Rural Sociology at North Carolina State College, to prepare enrollment projections through 1975 for the committee. Using all of the census data available on birthrates and public-school attendance, he predicted that enrollment would increase from the 75,000 who were in attendance in the fall of 1961 to a minimum of 124,100 in the fall of 1975, with a possible maximum enrollment in the latter year of 139,000. (The actual enrollment in the fall of 1975 in all colleges and universities in North Carolina exclusive of the community colleges was 168,644 and, of these, 49,350 were enrolled in private colleges.) The private colleges, which in 1961 enrolled 35,145 students, reported that they planned sufficient expansion to accommodate 11,250 additional students by 1970. The dimension of the problem facing the commission was enormous. How could North Carolina provide post-secondary education for the rising tide of students? Furthermore, how could the opportunities be provided at a cost that both the state and the student could afford?

Over the next year the commission grappled with these questions. The conclusions reported in August 1962 had profound effects on higher education in North Carolina. Most of their recommendations were enacted into law by the legislature of 1963. Among the actions of the legislature that stand as landmarks in the history of higher education in this generation were the following:

1. The establishment of the Community College System.
2. The authorization for community colleges located in Charlotte, Wilmington and Asheville to move to four-year undergraduate college status with expectation at that time that they would be primarily commuter-type institutions.
3. The function of the University was defined as follows:

The University shall provide instruction in the liberal arts, fine arts, and sciences, and in the learned professions, including teaching, these being defined as those professions which rest upon advanced knowledge in the liberal arts and sciences; and shall be the primary state-supported agency for research in the liberal arts and sciences, pure and applied. The University shall provide instruction in the branches of learning relating to agriculture and and mechanic arts, and to other scientific and classical studies. The University shall be the only institution in the State System

of higher education authorized to award the doctor's degree. The University shall extend its influence and usefulness as far as possible to the persons of the State who are unable to avail themselves of its advantages as resident students, by extension courses, by lectures, and by such other means as may seem to them most effective.

During the deliberations of the Carlyle Commission, it was proposed that a fourth campus of the University of North Carolina be established at Charlotte College and that campuses of the university in other areas also be considered. President Friday suggested that this question should be referred to the Board of Trustees, and he was asked to get their reaction. A special meeting of the executive committee was called on 15 June to consider the request from the Carlyle Commission and related matters. President Friday was authorized by the executive committee to request the governor, as chairman of the board, to appoint a committee of trustees to study the matter of expansion and other questions relating to the university's future. On 23 July 1962 the governor appointed a committee of eleven board members with Mr. Thomas Pearsall as chairman. The committee held its first meeting on 10 August in Chapel Hill. President Friday, his staff, and the chancellors were present. He pointed out the fundamental policies that would need to be followed in considering the establishment of a campus of the university in any of the suggested locations. He also mentioned that the Faculty Advisory Committee to the President from all three institutions should be consulted. The members of the group were conscious of the fact that a task of great importance to the future of the university had been delegated to them. It was evident that significant changes in institutional arrangements for higher education had been made imperative by increased population, economic growth, and problems of survival in the unfolding environment of science and technology. It was felt by the group that the University of North Carolina needed "to carry forward its basic mission in the material progress and cultural advance of the State." The committee agreed that the question of expansion to additional areas of the state "was a matter of clear priority." In August the committee, with officers of the university, visited the campuses of Charlotte College and Wilmington College where they held meetings with their boards of trustees. Later, in October, they visited Asheville and met with the Board of Trustees of Asheville-Biltmore College. These meetings were all well attended and the members were impressed by the presentations of the local boards. The Committee also held a meeting on 20 September with the Faculty Advisory Committee of the Consolidated University with which the president from time to time

met for advice. It is not clear how the expansion was received by the faculty committee. There was, however, a frank exchange of opinions that was helpful to the trustee committee.

It had been suggested that the committee look at another multicampus university to see how one organized on a large scale actually functioned. Consequently, on 23 September 1962 a subcommittee of the special committee accompanied by Vice President Anderson and Mr. Weaver departed for Berkeley, California. The members of the subcommittee were Mr. Victor S. Bryant, Mrs. John G. Burgwyn, Mr. Percy Ferebee, Mr. George Watts Hill, and the chairman, Mr. Pearsall. President Friday had already been to California, and visits between members of his staff and members of the University of California administrative staff had occurred. He advised the committee to make the visit.

Mr. Pearsall in his report stated that his committee went to California "to learn all that we could about a state system of post-high school education that embraces more than seventy community junior colleges, seventeen four-year state colleges and a university which comprises nine campuses with a total enrollment of over 50,000 students in the University alone and more than 200,000 in all public institutions of higher education." He described the three-tier system of California and mentioned the qualifications for admission to each. He also explained the organization of higher education in California and the aims of its "master plan for higher education" that had just been adopted. They visited the university campuses at Berkeley and Davis and spent one afternoon on the campus of a junior college in Sacramento. On the last day of their visit they conferred with President Clark Kerr. He gave the committee "thoughtful and candid advice" and told them that the major purpose of his administration was to build on the excellence of the University of California as a necessary condition for progress in the state. The committee ended its visit with attendance at a meeting of the Coordinating Council for Higher Education, which was holding its initial session in Berkeley. They talked with the president and director of the council, with the president and another member of the Board of Trustees of the state college system, and with other public and professional members of the council. The council had a function in part similar to the North Carolina State Board of Higher Education. The members of the trustee committee thought this was a valuable experience.

Mr. Pearsall ended his long presentation with a statement that his committee would meet again in November and come to grips with one of the main questions before them—that of the expansion of the university. He called on President Friday to give a report on the work of the Carlyle Commission, much of which has already been mentioned.

President Friday concentrated on the proposed statutory definition of university function quoted above. This definition, he was conscious, would place a great responsibility on the university. Put as a question, he said, it would be something like this: "In the fulfillment of its role of leadership in higher education in this State, what steps should the University now take to execute more effectively its mission and to lead the way in the pattern of change that is surely to come in higher education in North Carolina?" He welcomed the prospect of a community college system and the expansion of degree-granting authority to the three community colleges that the committee had visited. His interpretation of the statutory definition was: "Our campuses function in fact as one University carrying out University-type activities on a cooperative basis. If the University is the only institution awarding the doctor's degree in State-supported education, we shall have the duty of meeting this great responsibility for North Carolina. This is the most expensive educational program we offer and we must see that it is accomplished efficiently and well." He continued by cautioning against unnecessary duplications of professional programs and calling for the exercise of competence and judgment to ensure proper and wise allocation of function within the university. He emphasized that the definition also calls on the university to provide instruction in the liberal arts, fine arts, and sciences. He stated that "these undergraduate programs must be expanded and made accessible to men and women on our three campuses."

The following statement of President Friday came back to plague the university and to cloud the great changes that were impending: "Since we are one University, the time has come to call it that—in all components. We have one University of North Carolina. It is at Chapel Hill, Raleigh and Greensboro. We should say so by naming it so. . . . If this Board believes that the proposed definition and a new name are essential, then statutory action must be taken." The statutory action brought on a clash with North Carolina State College that still reverberates in the memories of those from that generation.

The visiting committee had noticed the neat arrangement of calling each institution in the system the "University of California" and attaching the name of the city in which it was located. They were fascinated by it, came back and sold it to their associates, and found out later to the dismay of everyone that institutional loyalties, especially in small and sentimental things, cannot be tampered with lightly.

The Board of Trustees of the university held a special session in the hall of the House of Representatives in Raleigh on 25 January 1963 to consider the final report of the special committee which had been appointed to study proposals for additional campuses of the university and other re-

lated questions. It developed that "the other related questions" came to be as important as the proposal for additional campuses. The recommendations of this committee as they came to be implemented in the years ahead did much to alter the restrictions of the original consolidation of the university, which had been adopted in a time of great economic crisis during the 1930s. This report came in a period of economic expansion and optimism. Mr. Pearsall, chairman of the committee, made the report that together with the discussion covers twenty-one pages in the minutes of the Board of Trustees. He discussed some of the great social and technological changes that had occurred since World War II, summarized the problems that had faced the Governor's Commission on Education Beyond High School, explained the work of the special committee of the Board of Trustees, and then launched into a discussion of the importance of the university. After giving some arguments favoring change in university programs, he finally came to the recommendations of the committee. The first was that the proposed definition of university purpose formulated by the Governor's Commission on Education Beyond the High School be accepted as a point of reference for other recommendations that were intended to enlarge and improve the services of the university. The enactment of that definition into law by the General Assembly, he recommended, should be regarded "as constituting a *condition precedent* to the actual implementation of other changes recommended by the committee."

The second recommendation was that all campuses of the university be coeducational. This would permit greater utilization of all the facilities of the university and make it more consistent with contemporary trends. The intent was to admit both men and women at all levels.

The third recommendation was for broader undergraduate education. This would make it necessary that the university provide on each of its campuses the breadth of educational experience consistent with the standards of a university. For this reason, it was recommended that a degree program in the liberal arts be authorized at the Raleigh campus; curricula already existed at Chapel Hill and Greensboro in the liberal arts.

The fourth recommendation related to a plan for future expansion of the university. It was pointed out that North Carolina "is a vigorous growing State" and that centers of population were being developed in areas away from the present university campuses. The intent of the Carlyle Commission Report, it was argued, was to bring about in the state a well-coordinated system of higher education. This would require clearly differentiated functions between the different kinds of institutions of higher education and a "sharply defined definition of the responsibilities of the University."

The committee had given careful attention to the requests of trustees of Charlotte College, Wilmington College, and Asheville-Biltmore College that these institutions become campuses of the university. After careful study the committee recommended "that the statutes be amended to authorize the Board of Trustees of the University to establish additional units of the University" subject to applicable statutory procedures and the following conditions:

1. That the need of the development of a new unit be established by a thorough study of the area in which the new campus is proposed. Such a study was to be made under the direction of the Board of Trustees.
2. That additional funds be made available for the establishment of the new campus to ensure that the quality of the instructional and research programs at the existing units of the University be maintained at the highest possible level.
3. That standards and criteria prescribed by the Board of Trustees shall prevail at the new campus in the same manner that they apply at the existing units of the University.
4. That as soon as the Legislature authorized expansion the University should make a comprehensive study of the need for establishing new units of the University and report its recommendations to the Board.

The fifth recommendation of the committee was that there be one name for the university. A long and involved history of the various name changes that had occurred at Greensboro and Raleigh was presented. It was argued that "the fact that each unit of the University has had a separate and distinctive name has hindered the full development of a spirit of unity and common purpose on the three campuses." It was pointed out that it was no longer appropriate to refer to the institution at Raleigh as a college and, in view of plans for the institution at Greensboro, it would not be appropriate to call it a college. The committee had devoted much time and study to the problem of nomenclature. They had received the criticism and advice of students, faculty, alumni, trustees, and many others.

Mr. Pearsall departed from the prepared report to go into many of the problems the members had had in arriving at recommendations for names. This was especially true of State College. They had seen a list of thirteen suggested names. The committee had delayed its report for sixty days deliberating on the matter. Finally, Chancellor Caldwell had been requested

to bring the various parties together and formulate a suggested name. The Board of Directors of the Alumni Association of North Carolina State had voted unanimously in support of a resolution suggesting three names "any one of which they would willingly accept." The committee was recommending one of the three names. He argued that it retained the traditional name North Carolina State, it identified the institution as a part of the university, and it deleted the word *college*. Thus an awkward compromise was arrived at, which soon after it was adopted evoked both ridicule and anger.

The committee suggested the following: "We recommended that the title now used to designate the single University with its three campuses, "The University of North Carolina," be retained; that the institution at Chapel Hill be given the name, "The University of North Carolina at Chapel Hill"; that the institution at Raleigh be known as "North Carolina State, The University of North Carolina at Raleigh"; and that the unit at Greensboro be given the title, "The University of North Carolina at Greensboro."

Mr. Pearsall made a further statement concerning the procedure the committee had followed, its agonizing search for a new name for State College, and the necessity of lifting both the standard of education and the standard of living in North Carolina. He stated that much of the report represented recommendations made by President Friday and that it would be appropriate to hear from the president.

President Friday in a long and eloquent statement of the evolution through which the university had progressed since consolidation had been enacted on 2 March 1931, emphasized that "we face a new need and a new opportunity in a world that is largely transformed even in the short generation since 1931." He closed with this statement: "As I see it, we either go forward on the buoyant impulse of a lofty program of larger service, or we say 'nay' and rue the cost of forfeited opportunity."

Mr. Victor Bryant moved that the plan be approved and made a lengthy statement supporting his motion. The motion was seconded by Mrs. Burgwyn and Mr. Walter Smith, each of whom made a statement supporting the motion. Several others also made statements and the motion was eventually adopted unanimously by a rising vote; thus came to a close one of the most historic meetings of the Board of Trustees.

The Pearsall Committee continued to monitor the course of recommendations needing the approval of the General Assembly through the session of 1963. The assembly adopted the recommendation concerning name changes, and controversy over that issue extended through the 1965 session of the General Assembly when, after much acrimony, the name North Carolina State University at Raleigh was enacted into law.

The Legislature also enacted the recommendation of the committee on the establishment of additional campuses of the university; however, it added two checks on the Board of Trustees by providing that the establishment of any additional campuses would be "subject to the approval of the North Carolina Board of Higher Education and the approval and provision of adequate financial support for the proposed additional campus or campuses by the General Assembly." The definition of functions of the university was also adopted by the legislature with the addition of a sentence that made it responsible for extending the influence and usefulness of the university to persons who were unable to attend as resident students.

The administration of the university, with the approval of the Board of Trustees proceeded to adopt the other recommendations of the committee. This meant that in time the university functions would be exercised by all three of the campuses, with Chapel Hill primarily responsible for the arts and sciences through the doctoral level and professional programs in law, medicine, dentistry, and other health sciences, as well as programs in professional fields such as education, business, journalism, library science, and social work. North Carolina State University was responsible in the beginning for education through the doctoral level in the various technological fields, and it also added arts and sciences at the undergraduate level. The University of North Carolina at Greensboro began planning a few master's programs in the arts and sciences and doctoral programs in home economics and education. The effects on the three institutions were felt almost immediately, and they soon found their status and function extended far beyond their prospects in the 1930s.

In the twenty-five years following the close of World War II, the Consolidated University gradually developed a philosophy and purpose that has with further evolution endured to the present time. The general division of the university's academic and professional work among the three original campuses had continued without substantial change through the first fifteen years of consolidation. As the three campuses grew in size after 1950, the scope of their programs increased and the original allocation of functions had to be revised. The development of the health sciences at Chapel Hill added new dimensions to graduate and professional studies on that campus. Advanced work in the natural sciences was a necessary prerequisite for programs in agriculture and engineering at the Raleigh campus. There was a growing realization that graduate programs more closely related to the major responsibilities at Greensboro were needed if that campus was to achieve its proper place as an institution of university rank. After 1945, separate graduate schools emerged on each of the three campuses. The determination of graduate policies, however, continued as a function of the All-University Graduate Executive Coun-

cil with representation from each of the three campuses and under the leadership of the vice president for academic affairs.

The first major change in philosophy and purpose came in 1962. The previous year President Friday had asked the Graduate Executive Council to review the situation and make recommendations that could serve as guidelines for the future development of graduate programs. The council with unanimous approval issued a report in January 1962 advocating that the university should adapt to the changing circumstances and needs of the time. The report pointed out that this would involve changes in responsibilities allocated to the three campuses. The council recommended specifically (1) that the policy of concentrating the development of graduate professional programs at different units of the university should be continued; (2) that graduate programs in the humanities and liberal arts had for many years reflected the strength and resources of the university at Chapel Hill but that full utilization of the potentialities of the Greensboro campus in these areas should be developed and that the responsibilities of the Raleigh campus in the field of technological education made it necessary to develop liberal arts and humanities degrees on that campus; and (3) that the major areas of duplication between Raleigh and Chapel Hill were in the sciences; consequently, doctoral studies in the sciences should reflect the needs of the applied sciences at Raleigh and the presence of strong departments in the physical and biological sciences and in mathematics at Chapel Hill.

The work of the council was endorsed by the president and the Board of Trustees; however, within a year, another group was busy studying the need for a change in the allocation of academic responsibilities. On 25 January 1963 the special committee of the Board of Trustees, whose work has already been discussed, reported to the Board of Trustees certain recommendations, three of which required only the approval of the board. These were (1) that the Greensboro campus be made coeducational; (2) that undergraduate work leading to the degree of Bachelor of Arts be authorized at Raleigh; and (3) that women be admitted in the freshman year at both Raleigh and Chapel Hill.

The legislature of 1963, following the recommendation of the Governor's Commission on Education Beyond the High School, enacted a new definition of functions of the university. It made the university the only state-supported institution authorized to offer graduate and professional curricula leading to doctoral degrees. By specifically assigning and authorizing the responsibility for undergraduate, graduate, and professional programs and for research to the university as a whole and not to any of the three campuses, the law made explicit the consolidation that had been brought about by the legislature of 1931. Decisions about the location of

these programs on the several campuses were also made the clear prerogative of the Board of Trustees.

The General Assembly of 1963 also enacted a statute that made possible the subsequent expansion of the university to Charlotte, Asheville, and Wilmington. The addition of other campuses to the university and the heavy pressures for increased undergraduate enrollment, the growing demand for public service and the enormous increase in the number and size of the university's commitment to research investigations, and the substantial growth of graduate programs made necessary a restudy of the existing procedures for dividing these responsibilities among the four campuses of the university (Charlotte had been added in 1964). For these reasons President Friday appointed a committee of senior faculty members to study the academic problems confronting the university and to prepare guidelines for the orderly development of undergraduate and graduate programs and to recommend new activities which might be desirable for the university to undertake.

The committee examined the economic and social trends evident in the state and speculated on their probable impact on the university during the next decade. Prominent among these were projections which indicated that undergraduate enrollment would experience an unprecedented increase and that graduate enrollment might increase as much as 100 percent. Industrial expansion was expected to create a steadily escalating demand for professionally and technically trained individuals. These factors were all used in justifying the subsequent expansion of the university. The committee concluded that the two major problems facing the university in the immediate future were the rapidly growing number of qualified students and the ever-increasing expansion of knowledge, both of which they warned would impose severe strains upon the academic resources available on all campuses of the university. Because the Higher Education Act of 1963 had made the university responsible for all graduate study beyond the master's level, for the training of professional men and women, and for major research programs, the need for careful planning was emphasized by the committee. It also noted the limitation on financial resources that the state might be able to provide for the university.

The report of this committee was the last important pronouncement on university philosophy and purpose before 1972. President Friday presented it to the Board of Trustees on 23 May 1966, as certain basic guidelines for the future development of the university. The board approved the report unanimously. It was intended to guide planning for the future of the university. Since so much of its content passed on into the restructured university after the troubled years in higher education between 1966 and 1972, President Friday's statement and the recommendations of the committee are included here in full:

It is important to remind ourselves again of some of the major responsibilities of a university as we think about our future plans. A major university will have a school or college of arts and sciences, a graduate school, and schools or colleges in many areas of professional training. This organization of schools or colleges within a university is an expression of the wide and rich variety of subjects offered there for study.

A basic responsibility of such a university is good teaching. The faculty should meet this responsibility with distinction and their efforts should provide students, both graduate and undergraduate, with enriched opportunities for learning.

A second responsibility of a university is that of offering programs of graduate study and research that provide opportunities for original and creative work. The modern university is a center where the limits of knowledge are enlarged, where new discoveries are made, and where man's understanding of himself and his world is steadily expanding. It is in universities that men and women learn the methods through which new knowledge can be discovered. They are the principal centers in which scholars and scientists are trained. Some research, of course, is carried on in four-year colleges; however, training rather than research is considered the major responsibility of faculty members of such institutions.

A third responsibility of a major university is that of providing programs of professional education. Universities prepare our professional men and women, our medical doctors; lawyers; engineers; public school, college, and university teachers; and others for service.

A fourth area of increasing responsibility for universities today is in adult education. The swift pace of technological progress, the rapid advance of medical knowledge, and the growing desire of our adult population for greater knowledge about literature, the fine arts, the sciences, and the humanities send people back to school. Consequently, universities must reach out beyond the campus to provide learning experiences.

Since 1963, legislation of the General Assembly and Trustee actions have enlarged the responsibilities of the University and made desirable a thorough restudy of our academic policies on allocation of functions. Accordingly, after consultation with the Chancellors, I asked that three senior faculty members from each campus meet with the Vice President for Academic Affairs to suggest guidelines for the future development of our four campuses. This Committee met frequently through the previous academic year. It studied the responsibilities of university status for each campus, the best use of library resources, the most effective use of staff and facilities on the

several campuses and how best to determine where specific programs should be located. The Committee agreed that it would be unwise to set up any system of regulations that would be rigid and unresponsive to the changing needs of future years. They have recommended procedures and policies which have been discussed in detail with the Chancellors and with my associates. We have reached agreement on the following principles which we recommend to you as our basic guidelines for the future:

1. That subject to existing University procedures for the approval of budgets and academic programs, all campuses may provide graduate and undergraduate instruction and research opportunities in the basic natural sciences, the social sciences, the humanities, the fine arts, and teacher education.
2. That insofar as practicable in the development of advanced graduate work, each campus seek to emphasize different areas of the disciplines, thus enlarging and enriching the educational opportunities of the University.
3. That highly specialized work for which there is a limited demand be developed only at specific campuses.
4. That on all campuses new faculty members appointed to the rank of assistant professor and above be chosen with their competence in teaching and scholarship and their qualifications for advanced instruction in mind.
5. That with reference to advanced graduate work (doctoral training) and particularly before duplication occurs in professional training (law, medicine, engineering, etc.) great care be taken to weigh the capacity of society to absorb the graduates, to evaluate the need for additional highly trained personnel relative to the need for persons with other qualifications, to determine the prospects of adequate financing, and to avoid impoverishment of programs on other campuses.

I emphasize these principles because they will govern the direction in which we plan to move on all four campuses. They represent a major departure from the policies that have guided us in the past, but they are necessary if we are to progress in a sound and responsible manner.

With the approval of this new policy, the Board of Trustees lifted in full the restrictions of the consolidation of the 1930s and set the university's course toward its future role as a major multicampus university.

The Speaker-Ban Law

IN addition to measures of such great benefit to the state and to higher education as those discussed in Chapter 3, the General Assembly of 1963 enacted on the last day of the session a law of great potential damage to the university. On 26 June 1963 "an act to regulate visiting speakers at state-supported colleges and universities" was ratified. On the previous day it had been introduced into the House by Representative Phil Godwin of Gates County without the knowledge of any educational leaders and without many members of the legislature conscious of its import. It was rushed through and sent on to the Senate where it was approved before President Friday, who was racing toward Raleigh, could arrive. Frantic attempts were made to recall the act from the Enrolling Committee for the purpose of either changing it or killing it, but the legislative process was hurrying toward adjournment. The bill was signed by the Speaker of the House and the lieutenant governor and became the law of the land. The provisions of the bill are as follows:

The General Assembly of North Carolina do enact:

Section 1. No college or university, which receives any state funds in support thereof, shall permit any person to use the facilities of such college or university for speaking purposes, who:

(A) is a known member of the Communist Party;

(B) is known to advocate the overthrow of the constitution of the United States or the State of North Carolina;

(C) has pleaded the Fifth Amendment of the Constitution of the United States in refusing to answer any question, with respect to communist or subversive connections, before any duly constituted legislative committee, any judicial tribunal, or any executive or administrative board of the United States or any state.

Section 2. This Act shall be enforced by the Board of Trustees, or other governing authority, of such college or university, or by such administrative personnel as may be appointed therefor by the Board of Trustees or other governing authority of such college or university.

The question naturally arises, "What motivated the legislators who managed to impose this drastic law on the public colleges and the University of North Carolina?" The answer probably lies in the long series of events following World War II, which produced Senator McCarthy, the Un-American Activities Committee, and the cold war and suspicion that dominated this period. It was reinforced by the civil rights revolution and the legacy of the Korean War. In North Carolina there were such events as the sit-in activities of students from North Carolina Agricultural and Technical State College (A&T) and the activity of others who followed their lead. In Chapel Hill there were student organizations that aroused the ire of a few ultraconservative reporters, none of which represented the major newspapers of the state. There had also been an occasional television commentator who criticized the university for alleged radical activities. During this period the university at Chapel Hill was charged with permitting so-called communist speakers on a number of occasions when the facts would not support the allegations. In short, the university had been made to seem a hotbed of radicalism. In June 1963 there was a demonstration near the Sir Walter Hotel, which was reported to involve some university students led by the late Allard Lowenstein who was then an instructor at North Carolina State. At about this same time, a copy of a proposed law regulating visiting speakers on the campuses of public colleges and universities in Ohio came to the attention of a member of the state legislature. It was substantially the same document that was railroaded through the North Carolina legislature and became law on 26 June 1963. The title of the leading editorial in the *Raleigh Times* on 4 July was "We cannot Honestly Celebrate our Day of Independence Today."

The executive committee of the Board of Trustees first discussed this act on 8 July. It is clear from the reaction of members of the administration and the board that it left them in a state of shock. President Friday observed that "a university without intellectual freedom is no university." There was a discussion of the act, and Chancellor Aycock reported on an examination made by the law school on how to implement this legislation. President Friday stated that no other state had such a statute. There was one suggestion that the policy should be enforced by student representatives of student organizations authorized to invite visiting speakers and by any member of the faculty or administrative official who invited a visiting speaker to the campus.

President Friday advised the executive committee that the full Board of Trustees should adopt a general policy with regard to this legislation.

A resolution drafted by Chancellor Aycock was submitted, but Mrs. Lathrop then moved "that the Board of Trustees take appropriate steps to endeavor to eliminate this restriction upon academic freedom." Mr. Umstead seconded the motion, and it was adopted unanimously.

The bill was not considered by the full Board of Trustees until the 28 October 1963. President Friday explained the difficulties that had been experienced by the administration in deciding how to secure compliance with the law. He called on Chancellor Aycock, a legal scholar, to give an analysis of the act, which by this time was called the Speaker-Ban Law. He went through it, part by part, and illustrated how vague it really was. He asked the question, "What is meant by a known member of the Communist Party? Known by what means?" He pointed out that section B on advocating the overthrow of the Constitution of the United States or the State of North Carolina did not specify whether it meant by force or violence. He asked the question, "Does it include overthrow by peaceful means with respect to persons who had pleaded the Fifth Amendment?" He illustrated different interpretations that could be put on this. He mentioned that the title of the act referred only to regulating visiting speakers but the text referred to any person using the facilities of the college or university for speaking purposes. Students, he suggested, did not enroll for speaking purposes and faculty were not employed for speaking purposes in the same sense that the term applied to visiting speakers.

Lengthy resolutions passed by faculty representative bodies on the three campuses were presented. The chancellors also made vigorous statements in criticism of the Speaker-Ban Law. Chancellor Caldwell pointed out a number of cases where the act had embarrassed the university in dealing with scholars who were invited to lecture on the campus of the State College or national organizations that were contemplating holding meetings on that campus.

President Friday stated that "we have presented these examples because we believe they illustrate the seriousness of the problem that this law has created for the University." He insisted that "Already, the exclusion, by law, of vital sources of knowledge from our University has begun." He mentioned the way it damaged the standing of the university among world scholars and among other institutions; however, he pointed to the fact that: "Harmful as the law is to the actual functioning of the University, and to our standing among institutions of higher learning, there is yet another difficulty more vague and possibly even more damaging in its ultimate effect. The adoption of a law that purports to remedy a supposed communist influence upon our campuses has implanted in the minds of some citizens of our State the disturbing notion that such an influence actually exists and is deliberately defended."

Mr. Frank Taylor stated that the board had a very grave responsibility. He did not believe that the General Assembly would intentionally do anything to hurt the university; however, he believed that some of our best friends had made a mistake and that something should be done to correct the mistake. He referred to a series of meetings that had been held through-

out the state with members of the board, and he stated that the executive committee of the board felt responsible to present a resolution which he believed expressed the consensus of those group meetings. Omitting the six "whereas clauses," the resolution called on the Board of Trustees of the Consolidated University of North Carolina to "deplore this legislation as a departure from the tradition of our State," and the resolution asked that "the Chairman be directed to appoint a special committee of fifteen members of the Board of Trustees to determine and implement measures to remove this legislative impairment of intellectual freedom and preemption of the authority and prerogatives of the Board of Trustees."

The proposal brought opposition from one member of the board. He suggested that the board wait until the next session of the General Assembly and remove from the law those things that might be harmful to the university. In rebuttal, Mr. Taylor argued that the issue needed to be studied. He was backed by at least eight members of the board in lengthy statements and the resolution for a committee of fifteen was passed unanimously.

It was a year before the Board of Trustees returned to the subject of the Speaker-Ban Law after authorizing the fifteen-member committee. It remained a problem for the administration of the university; it certainly was not forgotten by the press and by the students. During this period much of the time of the board and of the administration was consumed in futile arguments, petitions, and committee recommendations over the name-change issue. In addition, 1964 was the year of a spirited gubernatorial campaign which resulted in the election of Judge Dan K. Moore, a more conservative and less activist leader than Governor Terry Sanford. Perhaps Governor Sanford's inaction on the speaker-ban issue was designed to keep it out of the political arena as long as he was governor.

Eventually, on 21 October 1964, Governor Sanford appointed the special committee with Mr. William Medford as chairman. It was on 27 April 1965 that the Medford committee report was considered at a special meeting of the executive committee. The committee report stated that "despite a clear preference for outright repeal, the Committee concluded that amendment of the Act was a more practical objective to pursue," and a suggested amendment, which never got very far in the legislature, accompanied the report that was adopted by the executive committee. The committee also directed the chairman (Governor Moore) to appoint a subcommittee of the executive committee to discuss the problem with Governor Moore and, if necessary, to represent the committee before the General Assembly. The chairman appointed Messrs. George Watts Hill, Wade Barber, and Frank Taylor as members of the subcommittee. The action of the executive committee was reported to the full Board of Trustees

on 24 May. There were a number of speeches in favor of the report, and Mr. Thomas White, who was also a member of the state Senate, spoke in opposition to the report; however, it was approved by a large majority of the members. In the meantime, representations had been made to the legislature by a representative of the Southern Association of Schools and Colleges that under the regulations of that Association the accreditation of all state-supported colleges and universities in North Carolina might be in jeopardy.

The legislature took no action either to repeal or to amend the Speaker-Ban Law but it did, upon the advice of Governor Moore, authorize a nine-member commission instructed to inquire into the Law, "with respect particularly to the enforcement of the statutes; the relationship, if any, between these statutes and the accreditation of State-supported institutions by accreditation organizations and associations; the effect on the relationship of these institutions with other institutions of higher learning; and the impact of the statutes as to the status, administration, reputation, functioning and future development of the State-supported institutions."

The nine-member commission, five of whom were appointed by the governor, two by the Speaker of the House, and two by the Lieutenant Governor with Representative David M. Britt of Fairmont as chairman, was announced by the governor on 24 June. The commission held a series of hearings in September and received testimony representing a wide range of views, including those of President Friday and Mr. Frank Taylor who opposed the Law vigorously.

The executive committee of the Board of Trustees sent a resolution to the commission reaffirming the action of the Board of Trustees in its adoption of the special report of the Medford committee. On 25 October President Friday reported to the regular meeting of the Board of Trustees that he had nothing to report concerning the deliberations of the Britt Commission on the Speaker-Ban Law and on the statement in the press reporting the formal notice that the university had received to appear before the executive council of the Southern Association of Colleges and Schools at its forthcoming meeting in Richmond on 28 November. It was the intention of the university to be represented at the hearing of the association. He also reported that there had been a considerable improvement in the understanding of the university's position in this matter recently.

The Britt Commission recommended that, subject to the adoption by each board of trustees of a state-supported college or university of a speaker-policy statement, the 1963 policy should be amended to vest in the trustees of the institutions the responsibility of adopting and publishing rules relating to visiting speakers covered by the act. It also recommended that as soon as all of the boards of trustees had adopted the state-

ment, the governor should call a special session of the legislature to pass the amendment leaving the adoption of regulations to the several boards of trustees. The adoption of the speaker-policy statement drafted by the Britt Commission was a condition of calling a special session of the legislature and of amending the law. The policy statement was a surprise to the Board of Trustees; however, in a special session of the board on 12 November 1965, it adopted, upon recommendation of Governor Moore, the policy statement. The boards of the other state-supported institutions had already adopted the Statement, which was as follows:

Speaker Policy

The Trustees recognize that this Institution, and every part thereof, is owned by the people of North Carolina; that it is operated by duly selected representatives and personnel for the benefit of the people of our state.

The Trustees of this Institution are unalterably opposed to Communism and any other ideology or form of government which has as its goal the destruction of our basic democratic institutions.

We recognize that the total program of a college or university is committed to an orderly process of inquiry and discussion, ethical and moral excellence, objective instruction, and respect for law. An essential part of the education of each student at this Institution is the opportunity to hear diverse viewpoints expressed by speakers properly invited to the campus. It is highly desirable that students have the opportunity to question, review and discuss the opinions of speakers representing a wide range of viewpoints.

It is vital to our success in supporting our free society against all forms of totalitarianism that institutions remain free to examine these ideologies to any extent that will serve the educational purpose of our institutions and not to the purposes of the enemies of our free society.

We feel that the appearance as a visiting speaker on our campus of one who was prohibited under Chapter 1207 of the 1963 Session Laws (The Speaker Ban Law) or who advocates any ideology or form of government which is wholly alien to our basic democratic institutions should be infrequent and then only when it would clearly serve the advantage of education; and on such rare occasions reasonable and proper care should be exercised by the institution. The campuses shall not be exploited as convenient outlets of discord and strife.

We therefore provide that we the Trustees together with the administration of the Institution shall be held responsible and account-

able for visiting speakers on our campuses. And to that end the administration will adopt rules and precautionary measures consistent with the policy herein set forth regarding the invitations to and appearance of visiting speakers. These rules and precautionary measures shall be subject to the approval of the Trustees.

The governor, following adoption of the policy statement by the Board of Trustees, called a special session of the legislature to meet on 15 November 1965. The special session adjourned *sine die* on Wednesday, 17 November, after passing an amendment to the Speaker-Ban Law that deleted the following from section 1: "No college or university, which receives any state funds in support thereof, shall permit any person to use the facilities of such college or university for speaking purposes, who:" and substituted the following: "Use of facilities for speaking purposes. The Board of Trustees of each college or university which receives any State funds in support thereof, shall adopt and publish regulations governing the use of facilities of such college or university for speaking purposes by any person who:" Section 2 was amended by deleting "this act" from the first line and inserting "any such regulation."

After receiving Governor Moore's address, the legislature had in three days of deliberation changed the Speaker-Ban Law in such a way as to make boards of trustees responsible for formulating and publishing regulations governing the use of facilities for speaking purposes according to the three designated categories in the original Speaker-Ban Law, and it also made boards of trustees responsible for enforcing their regulations. This was obviously an attempt to retain the Speaker-Ban Law by putting the responsibility on the boards of trustees.

On 14 January 1966 President Friday read to the executive committee of the Board of Trustees a set of simple speaker regulations which were approved. On 28 January, at a special meeting of the executive committee, President Friday advised the group that a student organization on the campus of the university at Chapel Hill, which was a recognized student organization known as Students for a Democratic Society, had issued invitations to two persons, which he wanted to discuss with the executive committee. He called on Chancellor Sharpe to give details about the invitations. Chancellor Sharpe stated that, in accordance with existing regulations concerning all speakers on the campus, he felt that he could not deny permits for the two invitees, Messrs. Frank Wilkinson and Herbert Aptheker, to speak. Mr. Aptheker was a well-known Marxist and would presumably have been ineligible to speak under the original Speaker-Ban Law. Mr. Wilkinson was chairman of a committee for the abolition of the Un-American Activities Committee and had at one time taken the Fifth Amendment. The matter was discussed at great length.

Governor Moore stated his opposition to the appearance of these speakers on the university campus. He left the meeting, however, before the discussion of the matter. The committee recessed to give opportunity for further study and consideration to be reconvened by the governor.

This threat to deny these two persons an opportunity to speak evoked great controversy and excitement. The executive committee was reconvened on 7 February, and the matter of invited communist speakers was introduced. Three groups with prepared statements had requested to appear: the Faculty Advisory Committee at Chapel Hill, a student group headed by the president of the student body at Chapel Hill, and a group of young faculty members at the same institution. In addition, there were resolutions from the Faculty Senate of the North Carolina State University at Raleigh, and a resolution passed by the Academic Policies Committee of the University of North Carolina at Greensboro, a resolution passed by the General Faculty of the University at Charlotte, and a statement from the chapter of Students for a Democratic Society at the University at Chapel Hill. All of these made positive representations on behalf of permitting Mr. Wilkinson and Mr. Aptheker to speak.

The matter was discussed at great length, and Governor Moore made it quite clear that he would not attempt to dictate to the executive committee; however, he did reserve the right as chairman to express his views.

President Friday reviewed the whole situation and suggested for the approval of the committee a set of rules and regulations governing invitations of visiting speakers who came under the speaker-ban bill. This was a composite of: (1) the Visiting Speaker Policy, which the Board of Trustees had been required to adopt as a condition to amending the original speaker-ban bill; (2) procedures that had been adopted by the executive committee on 14 January.

The suggestion of President Friday was adopted unanimously. Mr. Bryant suggested that an additional paragraph be added to the regulations adopted at the 14 January meeting of the executive committee. After some discussion it was moved that the chair appoint a committee of three to discuss this proposal with President Friday and report to the full meeting of the board on 28 February. The motion carried, and Governor Moore appointed Messrs. Bryant, Barber and Maynard.

President Friday proposed that the executive committee consider a panel discussion involving more speakers than Mr. Aptheker, and that all trustees be invited to attend. After long debate, the following resolutions were adopted:

1. The Executive Committee of the Board of Trustees of The University of North Carolina instructs the President and Chancellor to deny the use of University facilities for speaking purposes for the

scheduled appearance of Herbert Aptheker and Frank Wilkinson.

2. The Executive Committee of the Board of Trustees of The University of North Carolina hereby suspends all invitations to speakers who are under the terms of G.S. 116-199 until formal action is taken by the Board of Trustees establishing rules and regulations governing visiting speakers, as required by law.

The motion was adopted by a vote of eight to three with Mr. Bryant, Mrs. Lathrop, and Mrs. Burgwyn voting against the motion.

On 28 February 1966 President Friday reviewed in a regular meeting of the Board of Trustees the background of a set of regulations entitled "Laws, Policies and Regulations Governing Invitations to and Appearances of Visiting Speakers Affected by General Statutes 116-199 and -200" and procedures governing the actual appearance of speakers.

During the course of the deliberations, Mr. Paul Dickson III, who was president of the student body at Chapel Hill and made an eloquent statement against the proposed rules and regulations, pointed out that "these proposed procedures raised unnecessary constitutional risks for the University—risks that it does not have to take. These risks are raised by the very fact that they are a form of prior censorship." He quoted a statement by Senator Sam J. Ervin, Jr., to the effect that: "Censorship by requirement of official approval or license in advance for speaking or publishing has been condemned frequently by the Courts . . . the due process clauses of the Fifth and Fourteenth Amendments also provide basic protections whereby the State and the Federal Government are prevented from adopting arbitrary and unconstitutional legislation or other measures which would violate individual rights." He suggested a simple alternative set of regulations and stated that they had been accepted by the Committee for Free Inquiry at a meeting in Chapel Hill on 11 February 1966.

President Friday called on the chancellors, each of whom made a statement in support of the laws, policies, and regulations—some of them wordy and eloquent. Adoption of the regulations was moved by Mr. Victor S. Bryant, who took a considerable amount of time to review the whole history of the controversy and the process by which the laws, policies, and regulations had been evolved. In essence, they placed on the chancellors the primary responsibility for their enforcement. Mr. Bryant stated that he would not be foolish enough "to predict that the passage of these regulations will be a complete and final solution to all of our troubles."

Governor Moore also analyzed the suggested regulations and gave them his support. Longer statements were made by Messrs. W. A. Johnson, Roy Rowe, Archie K. Davis, and Luther Hamilton in favor of the motion. Mr. Thomas J. White opposed it because he thought that "it is the duty

and responsibility of the Board of Trustees to forbid the use of University facilities to communist speakers except in the necessary interest of education." The Bryant motion passed with Mr. White voting no.

Mr. Paul Dickson had made it clear in a polite way that the students of the University of North Carolina at Chapel Hill could not accept the regulations passed by the executive committee.

The *Charlotte Observer* of 9 March 1966 stated that "when the Executive Committee of the Trustees backed the opinion of Governor Dan Moore that Wilkinson should be refused permission to speak on campus, it placed Wilkinson into the forbidden fruit category." The paper also reported that the students were expected to institute court action to test the university decision on constitutional grounds. Mr. Wilkinson had been invited a second time on 2 March and Acting Chancellor Sitterson, who had replaced Chancellor Sharpe, felt that the trustee action in the resolution forbidding Mr. Aptheker and Mr. Wilkinson from speaking on the campus was binding on him. Regardless of the ban, Mr. Wilkinson came to Chapel Hill and standing on the sidewalk and across the wall from McCorkle Place, almost within the shadow of the Graham Memorial Building, spoke to more than fifteen hundred students. Mr. Aptheker later put on a similar performance. In an editorial on 16 March the *Charlotte Observer* stated that "few words or pictures have been more humiliating for The University of North Carolina than the photograph of a banned speaker talking to students across a campus wall. A University cannot wall out ideas; a picture of one compelled to try was not edifying."

Mr. Dickson and other students were joined by Messrs. Aptheker and Wilkinson in filing, through their attorney, Mr. McNeill Smith of Greensboro, a complaint in federal court against the Speaker-Ban Law. On 5 May 1966, President Friday reported to the Board of Trustees as follows:

Enough has been said and written about the Speaker Bill, and I do not intend to add to your accumulation of information on the subject except to report that Chancellor Sitterson, Mr. Arch T. Allen, your secretary, and I have met several times during recent weeks with the Attorney General, his associates, and Col. William Joyner and his associates to prepare the answer that was submitted recently to the complaint filed in Federal Court by certain students in the University and others on this matter. I do not know when this case will be heard by the Federal Judges, but I do wish for you to know that we have provided our attorneys with every assistance requested.

It was reported in the state press on Tuesday, 20 February 1968, that a three-judge federal court composed of Judge Clement F. Haynsworth, Jr., of the U.S. Fourth Circuit Court of Appeals, Chief Judge Edwin M.

Stanley of the U.S. Middle District Court, and Judge Algernon L. Butler of U.S. Eastern District Court had on Monday ruled North Carolina's controversial Speaker-Ban Law unconstitutional on charges that it was too vague. The judges held that both the state law and university regulations aimed at controlling speakers on the university campuses were too vague to be enforceable. The university, its officers, and trustees were forbidden from further action under the state law and campus regulations, and these were termed "null and void."

The judges did admit in their written decision that "it is beyond question that Boards of Trustees of State-supported colleges and universities have every right to promulgate and enforce rules and regulations consistent with constitutional principles, governing the appearance of all guest speakers."

It was announced on 23 February by Governor Moore that the state would not appeal the federal court decision. Governor Moore's statement argued that the decision gave trustees ample authority "to see to it that those invited to speak have something to offer the cause of education as opposed to the creation of sensationalism and discord."

He stated further that it was his hope that the trustees and administration of the university would adopt reasonable rules and regulations within the framework of this opinion.

On 26 February 1968 the Board of Trustees authorized Governor Moore to appoint a special committee to study the policy and regulations regarding visiting speakers. This committee, composed of Mrs. Virginia Lathrop, chairman, Messrs. Victor S. Bryant, Archie K. Davis, George Watts Hill, and Thomas J. White, Jr., reported its recommendations to the executive committee on 13 May 1968. The report was unanimously recommended to the Board of Trustees.

On 27 May 1968 the board received the report. It contained a policy statement that was a very much watered-down version of the policy that the board had been required by the Britt Commission to approve. The policy statement made no reference to communism. It did provide that: "No speaker may be invited to speak or be permitted to use the facilities of any campus of the University for the purpose of advocating, advising or teaching a doctrine that the Government of the United States, the State of North Carolina or any political subdivision thereof shall be overthrown or overturned by force of violence or by any other unlawful means." The policy was to be enforced by the president and the chancellors.

The regulations were as follows:

1. Express effort shall be made to present all sides of controversial issues in a balanced program of public addresses.

2. When the Chancellor deems it appropriate, he shall require that the forum be presided over by a senior faculty member.
3. The right to question or challenge a point of view and to present the opposing point of view shall be assured.
4. Only student and University organizations which are recognized by the President and Chancellor may use campus facilities for the presentation of speakers.
5. Non-University organizations authorized through official channels to meet on the campus shall be specifically informed that the use of facilities must conform to State laws, and to these regulations.

None of the regulations was in violation of the court opinion expressed in *Dickson v. Sitterson and Friday*.

President Friday regretted the cost, time, energy, and creative leadership that had been expended on the controversy, and he expressed the hope that "we have learned from this experience that in considering legislation affecting the constitutional rights of citizens all affected parties should be heard."

When the new *Code* of the university was completed by the Board of Governors in the years following restructuring in 1971, the "policy and regulations governing visiting speakers" passed into oblivion.

POSTSCRIPT

It is difficult to understand twenty years later how the University of North Carolina could have been held hostage to the Speaker-Ban Law for five years. The law was placed on the statute books by guile, and it is doubtful whether many of those who voted for it during the closing hours of the legislative session of 1963 knew what it contained. Clearly it was an invasion of academic freedom and a violation of the first amendment to the Constitution of the United States; however, after it got on the statute books, those who supported repealing it could be charged with being soft on communism.

Concerted opposition to the act was generated during the first few months and led by President Friday, the chancellors, and the faculty. At the crucial meeting of the Board of Trustees on 28 October 1963, it called on its chairman, Governor Sanford, to appoint a committee of fifteen with the objective of eliminating the Speaker-Ban Law. Governor Sanford procrastinated until 21 October 1964 before appointing the committee. Many thought he wanted to keep the issue out of the gubernatorial elec-

tion of that year. It was 24 May 1965 before the committee reported. By this time Governor Dan K. Moore had become chairman of the board. The committee had weakened in its resolve of the previous year, indicating that they would prefer to repeal the law but that they would have a better chance of amending it. They presented an amendment for consideration by the legislature but received little sympathy. The governor was not helpful, although he did suggest the appointment of a commission.

The commission to hear the case against the Speaker-Ban Law held meetings in September and a month later came out with a report that was arrogant in its demands on the university and the colleges. Also it recommended a special session of the legislature to place responsibility for enforcing the law on the administrators rather than on the Boards of Trustees. The legislature acted, but the situation was little improved.

Throughout all of the controversy, the president, chancellors, faculty, students, and members of the executive committee of the Board of Trustees consumed what seemed to be endless hours trying to formulate regulations governing visiting speakers that would not violate academic freedom. This proved impossible, and when persons who fell under the ban of the law were invited to speak on the campus at Chapel Hill, the Board of Trustees directed the chancellor not to let them speak. This led to a situation that enabled the students to take the issue to the federal court. The president and chancellors continued to try to mediate the issue but this proved futile. In the end, many of the political leaders and even some members of the Board of Trustees found it impossible to choose loyalty to academic freedom over the risk of being branded communist sympathizers.

The Federal District Court mercifully resolved the issue. It was asked by some why the president and chancellors did not bring suit in the Federal District Court. This was impossible without a directive from the Board of Trustees. President Friday put up a good fight, and eventually the issue entered the attic of other bad memories.

Student Unrest

THE decade of the 1960s was one of unusual student unrest among American colleges and universities. The reasons are so numerous that it is difficult to chart the course of this movement. The full force of it was not felt in North Carolina until after 1965; however, there was evidence of it beginning 1 February 1960, when four black students from A&T State College in Greensboro sat down at the lunch counter in Woolworth's, demanded service in defiance of segregation practices, and refused to move when denied. Within a week, the sit-in movement spread to six more towns in the state, and within a month it had spread to six more states. In 1961, the Robert F. Williams, Jr., kidnapping episode in Monroe, North Carolina, attracted college students from around the state, who came to champion the cause of this local chairman of the NAACP. Williams went into exile to escape punishment from what appeared to be framed-up charges and throughout the 1960s was a hero to some student groups. The activities of the Student Nonviolent Coordinating Committee (SNCC) attracted followers on some North Carolina campuses. Martin Luther King's Southern Christian Leadership Conference (SCLC) also created great excitement among students, and a few joined some of the marches that were gradually desegregating public facilities throughout the South.

The enactment of the Speaker-Ban Law by the North Carolina Legislature in 1963 provided a rallying point for many different elements in the student population over the next four years. A group known as the Students for a Democratic Society (SDS) had been among the leaders in bringing Aptheker and Wilkinson to the Chapel Hill campus in 1965; however, leadership in taking the issue to the federal court where the law was declared unconstitutional was provided by regular student leaders.

By the middle of the decade, opposition to the involvement of the United States in Vietnam was beginning to take the center of the stage. This issue was exploited by many groups and organizations on the campuses of North Carolina colleges, some of which were reported to have Communist leanings. From 1965 on, it was not unusual to find groups

on college campuses sponsoring large informal protest gatherings that came to be known as teach-ins.

During the decade of the 1960s, persons of many bizarre and offbeat life-styles were attracted to college campuses, and there was much discussion in the news media about the "counterculture," "beatniks," and "yippies." Institutions of higher learning had long since given up the role of *in loco parentis* and no longer attempted to institute uniform rules of conduct for students. In this atmosphere, young people began experimenting in many areas that had been forbidden in the past. Among them were the use of drugs and open indulgence in alcohol. Contraceptive practices that became widely used at this time ushered in a revolution in sexual mores, and there was criticism from many sources of the new freedom exhibited by college students.

The University of North Carolina was free during the first half of the decade from some of the excesses that disturbed other campuses, notably the University of California at Berkeley where the sit-in device had been used to disrupt the campus in December 1964. That technique was not unknown to North Carolina as we have already seen, and it was frequently used in Chapel Hill for desegregating restaurants, movie theaters, and other public facilities. The technique was fairly simple: a racially mixed group would enter a restaurant and when service was refused, they would occupy a portion of the place. When the police appeared, they would grow limp and provide an interesting spectacle for television and the press. The police were forced to carry them to waiting vehicles and transport them in a posture of nonviolent resistance to the nearest police station.

The civil rights demonstrations came to the town of Chapel Hill in earnest in the spring of 1963. The first demonstration was carried out by two students, Mr. John Dunne and Mr. Pat Cusic, who called themselves the Student Peace Union and picketed the College Café on Franklin Street beginning 15 April with no appreciable results. Shortly after this, the Committee for Open Business (COB), which had about sixty members, was organized with the objective of desegregating all business establishments in the town. On 25 May approximately 350 people joined the COB in a march down Franklin Street, which resulted in some establishments opening their doors to blacks. Throughout the summer of 1963 the COB usually had several weekly marches and they regularly picketed such segregated establishments as the Colonial Drug Store, Brady's Restaurant, and Leo's Restaurant. The COB tried to persuade the Chapel Hill Board of Aldermen to pass a "public accommodations ordinance," but it was rejected by the board on 25 June. The first sit-in in Chapel Hill was carried out by COB protesters, both black and white, at the Chapel Hill

Merchants Association where many were arrested and later found guilty of trespass. The COB was replaced by a more militant group called the Chapel Hill Freedom Committee with a broader base of support. It was made up of a few university professors from Duke and the university at Chapel Hill, some students, many nonstudents who had come to Chapel Hill, and several ministers. Perhaps the most active member of the group was the Reverend Charles Jones of the Community Church. In December 1963, sit-ins led by the Chapel Hill Freedom Committee began in earnest. Seven or more restaurants and motels that were still segregated were the objects of demonstrations. More than 150 demonstrators were arrested before the Christmas break at the university began. In January 1964 there was a sit-in at Watts Grill which involved five Duke University professors, two university at Chapel Hill professors plus four other persons, among them an aged, retired minister. It was alleged that they were the object of some violence before the law officials arrived. At about this time, the Chapel Hill Board of Aldermen again rejected a public accommodations ordinance, and the Committee on Racial Equality (CORE) led by Mr. James Farmer was reported to have given the town of Chapel Hill a deadline of 1 February to integrate. When the deadline passed without action on the part of the town, there were massive demonstrations in Chapel Hill. These included sit-downs on major highways leading into Chapel Hill at the time of a basketball game, and hundreds of protesters were arrested.

During all of this time, there were no disorders on the campus of the university. In the beginning, Chancellor Aycock made it clear that he intended to enforce the law; however, he also stated that he would not interfere with any peaceful protests. At least two students who had been found guilty of violating the law against trespassing and blocking highway traffic were brought before the Student Honor Court for "ungentlemanly conduct." However, they were acquitted and because of this fact, the Honor Court received some criticism from the civil authorities.

Several attempts were made to persuade the Chapel Hill Freedom Committee to stop demonstrating until the United States Congress had time to act on the Civil Rights Bill, which was under consideration at that time. These attempts were all unsuccessful. Many of the persons who were arrested for trespassing and blocking traffic were tried and given what were considered to be severe sentences by Judge Raymond Mallard. Strangely, the Chapel Hill demonstrations of 1963 and 1964 received little attention from the press and from television.

There were other demonstrations and disorder during the summer in Durham. A major confrontation was narrowly averted in Raleigh. In all, it was estimated that approximately two thousand persons were arrested

in North Carolina during this period for involvement in civil rights demonstrations.

The civil rights issue became involved in the democratic gubernatorial primary. The candidate most critical of the pending legislation in Congress, Mr. I. Beverly Lake, was eliminated in the first primary; however, in the second primary, Governor Sanford endorsed Judge Richardson Preyer and Mr. Lake endorsed Mr. Dan K. Moore. Mr. Moore won the nomination and eventually was elected governor. Many people thought that the civil rights disturbances of 1964 played a decisive role in the election.

Fortunately for the town of Chapel Hill, Congress passed the Civil Rights Act in June 1964. Almost immediately, all places that had been picketed by the Freedom Committee were opened to everyone and civil peace descended on the village. The university, with the exception of a few professors and students, had remained aloof from the disorders.

The legislature of North Carolina, anticipating the day when North Carolina colleges and universities would be called on to contend with sit-ins and other disruptive acts, passed a law in 1965 against such tactics. It was not many years before marches and other demonstrations showed up on the campuses. At first, they remained peaceful and nonviolent. In the fall of 1967 there were enough black students on the Chapel Hill campus to begin to make their presence felt. The NAACP was not militant enough to satisfy some of these students and under the leadership of Mr. Preston Dobbins and Mr. Reggie Hawkins, they organized the Black Student Movement (BSM) after they had taken over a meeting of the NAACP and voted it out of existence. In February 1968, when three black students were killed by law enforcement officers in Orangeburg, South Carolina, the BSM members, sixty in number, marched from the campus to the downtown post office where they burned in effigy the governor of South Carolina. However, it was the assassination of Martin Luther King, Jr., on 4 April 1968 that marked in Mr. Dobbins's words, "the end of an era of peaceful nonviolent reaction." On 5 April about thirty-five BSM students bought several Confederate flags and burned them in front of the Kappa Alpha fraternity House. There was to be a biracial procession on Sunday, 7 April, with Chancellor Sitterson, President Friday and others, in honor of Martin Luther King, Jr., but Dobbins refused to march stating that he would not lead anything that was 90 percent white.

On 8 April, the BSM asked all black University of North Carolina employees not to work the next day, and about 90 percent of the black employees failed to show, closing all but one dining hall. Mr. Dobbins stated of his success, "Black workers will realize after today the tremendous power we have if we act as a community. We can cripple this University

and the University officials realize it." The assassination of Martin Luther King touched off nationwide a series of more than sixty riots in American cities. This was a continuation of the violence and destruction that had begun with the burning of Watts in Los Angeles in 1965 and had caused widespread destruction in Chicago and Cleveland in 1966 and in Detroit and Newark in 1967. The Black Student Movement was active for the rest of 1968. In the fall they sponsored a black symposium and on 21 November, Stokely Carmichael, one of the radical black activists, at the invitation of the BSM spoke in Carmichael Auditorium to over 6,700 people, 95 percent of whom were white. Some state legislators by this time were discussing rewriting the Speaker-Ban Law, and President Friday stated publicly that, while he personally deplored Carmichael's remarks, he did not favor attempts at prior restraints of campus speakers.

At a special meeting of the executive committee of the Consolidated University Board of Trustees on 11 October 1968, Mr. Friday made his first statement on student activism. As reported in the minutes, he:

Reviewed several phases of the matter of student restlessness and reported to the Committee that he, his staff and the Chancellors studied it most intently during the summer. Included in their study were regulations concerning liquor, the use of drugs, the desire to change closing hours for women, permission for women to visit in men's dormitories and student demonstrations. Students are informed as to what the State laws are and they know that they will be enforced. . . . If it is necessary to take action, it must be based on statutory regulations and certainty that the terms of the law are clear to the participants.

At the meeting of the executive committee on 8 November the student-body leaders from the four institutions were present, and each was given an opportunity to present what he believed to be student attitudes and interests. The president of the student body at North Carolina State University, Wes McClure, concluded the presentations and stressed the genuine concern and sincerity of students to be constructive and cooperative with the university administration, faculties, and the Board of Trustees. He insisted that they wanted to encourage a closer relationship and a better understanding of the issues confronting universities today.

On 11 December 1968 the BSM, following the widespread practice across the country at that time, presented Chancellor Sitterson with twenty-three demands. These demands not only covered the concerns of black students but also the university's treatment of its black workers. Support for their demands came from many organizations: the *Daily Tar Heel*, the AAUP, the Southern Students Organizing Committee, the Stu-

dent Nonviolent Coordinating Committee, and the New University Conference made up of graduate students and young faculty members.

Chancellor Sitterson's response to the BSM demands came in a nineteen-page document on 24 January 1969. He agreed to some of the demands, such as a faculty-student committee to study the possibility of an Afro-American curriculum and to study the campus status of minority students. He dismissed the demand to fire certain administrators and said that other demands were too vague or beyond the reach of the university's administrative jurisdiction. The BSM called Chancellor Sitterson's response a flat rejection of their demands, but most editorials across the state praised him. The strongest support for the demands on the campus came from certain members of the Graduate Student Association and from several faculty members in the Department of Sociology.

Other institutions in North Carolina were also having difficulty. In Greensboro, at North Carolina A&T College, black students occupied the administrative building until they were promised that their demands would be met. At Duke, on 13 February over fifty black students occupied Allen Building. This resulted in a free-for-all with about twenty persons requiring hospitalization. It also resulted in most of the black's demands being met.

BSM leaders met with Chancellor Sitterson on 18 February and added three new demands: (1) to stop using white mediators to deal with black problems, (2) to recognize BSM as the official university organization representing black interests, and (3) to accede to BSM's right to make demands on the university. Chancellor Sitterson's response, the next day, was conciliatory in tone but noncommittal. On the same day, President Friday promised to do what was necessary to enforce laws prohibiting obstruction of public buildings.

At the regular meeting of the Board of Trustees on 2 December 1968, which was Governor Moore's last meeting, there was much nostalgia, and Mr. Bryant read a resolution that was among his best efforts. The governor responded with a tribute to the leadership of the board and the university administration. At this same meeting Trustee Henry Foscue reported on a conference that he had attended in Denver, Colorado, on "Crisis on the Campus: Import for Governance." He summarized some of the concerns of students about the Vietnam War and issues related to it, racial discrimination, poverty, the slowness of institutions to update curricula, the precipitous use of policemen, and the overemphasis of technology and the underemphasis of human rights in our society. He pointed out that many of the troubles on campuses had been started by a small number of radical activists, but they found common cause with large numbers of troubled students who believed that the only way they could

get a hearing was by dramatic action. Mr. Foscue suggested that "students should be treated as adults and expected to act as adults. Many of the students today are graduate students and even many of the undergraduates are more than twenty-one years of age." He said "students do not expect to run the institutions, but they do want to be involved." He stated finally that "we are living in a day when many people are seeking identity in a society and . . . we need to devote a little more time to informing ourselves concerning some of the impacts of modern technology on the attitudes of people."

At the regular meeting of the executive committee on 10 January 1969, with Governor Scott presiding for the first time, student relationships were discussed. The laws governing the purchase, possession, and consumption of alcoholic beverages were presented by Acting Vice President Henry Lewis. He emphasized that the university did not condone the use of such beverages by students, and it was agreed that all four institutions in the university should carry the same statement concerning the university's stand on alcoholic beverages. President Friday repeated that the administration was prepared to see that the law governing disruption was obeyed and that students would be advised as to what the law is. If they did not conform, they would be arrested; however, he emphasized that whatever was done would be in accordance with due process of law.

Chancellor Sitterson acquainted the committee with developments since the black students had presented their demands to his office and assured the members that careful consideration was being given to a thoughtful and fair answer. He reiterated President Friday's suggestion that "wisdom and patience are required on the part of all concerned."

It was not widely known, but the university food service directed by Mr. George W. Prillaman was in financial trouble by 1969. The lifestyle of students had changed, and many of them were no longer using the campus food service. As a matter of fact, out of the nearly 16,000 students in the university, only about 6,000 lived in the dormitories. Many of the dormitory residents were beginning to prepare some of their meals in their rooms. Mr. Prillaman had been director of food service for a number of years and probably had developed certain ways of administering the service that were outmoded. Perhaps those over him should have been more diligent and when the food service began to lose money, the appropriate measures could have been taken. At any rate, by February 1969 Mr. Prillaman and the food service were in difficult straits, and he did not have the resources to do what should have been done for the workers.

Even as early as October 1968 there had been protests, and twenty-one suggestions were made for improving employer-employee relationships.

Before the BSM made its demands to the Chancellor on 11 December, some of which related to the nonacademic employees, the food workers were meeting informally with BSM members.

University administrators recognized the existence of a number of related problems growing out of the shaky status of the food service, pressure from black students, pressure from public opinion and from the State Legislature—all of these potential excuses for reviving a new Speaker-Ban Law.

The workers in the Pine Room of Lenoir Hall were upset because of the recent firing of one of the workers. Another worker, Mrs. Elizabeth Brooks, had a confrontation with the supervisor because of her work assignment. He refused to alter the assignment, and Mrs. Brooks was told that she had to follow orders, which she refused to do. That evening some workers in Lenoir Hall met with Mr. Dobbins who encouraged them to make a decision to strike. When the Pine Room opened again on Sunday afternoon, 23 February 1969, the employees walked from behind the counters and sat together at a table in the dining room. The supervisor, Mr. Otis White, tried to persuade them to go back to work. When they refused he called Mr. Prillaman, but the two still could not influence them to return. The next day about one hundred campus dining-hall workers did not report for work. Only Lenoir Hall remained open. The food-service workers arranged with BSM and other sympathizing groups to prepare soul food at home to serve in nearby Manning Hall, which had just been vacated by the law school and was about to be renovated. They continued to hold meetings and dispense food from Manning Hall for over two weeks. The workers tried to disrupt the delivery of food to the dining hall, but Mr. Prillaman arranged for delivery at times when they were not on the alert. At the end of the first week, the administration stuck to its original statement that grievances could be worked out if workers returned to their duties and met the personnel officers individually. The strikers and their sympathizers adopted a new tactic which they called the stall-in. They would go slowly through the lines and take just a glass of water and sit one at a table. This infuriated some of the students who wanted to eat in the cafeteria, and at supper on Tuesday, 4 March, a scuffle resulted from the slowdown tactic. Several of those who were slowing the line were slightly injured. The police arrived promptly and no further violence ensued until about 6:40 P.M. when Mr. Dobbins and other BSM members gathered at the north end of Lenoir Hall, and to dramatize their protest went through the hall turning over tables as customers, police, and workers looked on. Lenoir Hall was closed immediately. That night at Manning Hall the Nonacademic Employees Union of the University of North Carolina was formed. Its im-

mediate goals were a minimum wage of \$1.80 per hour, the appointment of a black supervisor, and time and a half for all overtime. The next day there was a rally of about 1,200 supporters of the strikers.

President Friday and Chancellor Sitterson met with Governor Scott on 5 March. The governor, on his own initiative, had sent a memorandum dated 20 February 1969 to "Presidents, State-supported Institutions of Higher Learning." It was on procedures to use in case of seizure of buildings and other disturbances on any campus of state institutions of higher learning. It was a blunt and gratuitous document on the part of the inexperienced governor who had been in office less than two months, in which he set forth twelve points that represented the kind of procedure that was bound to please conservatives who were not experienced in dealing with volatile, youthful crowds. Chancellor Sitterson and President Friday tried to convince him that there was no need for the National Guard or highway patrolmen because there was no physical danger. Some of the governor's close associates were reported to have convinced him that a show of force would be a popular move.

Chancellor Sitterson prepared a statement for release that night, announcing that independent firms would check such grievances as unpaid overtime and job classifications. Before the announcement could be made, Governor Scott ordered four National Guard units to assemble in Durham as a "precautionary measure." He also sent five squads of highway patrolmen to Lenoir Hall and ordered it reopened. His orders came a few hours ahead of the time President Friday and Chancellor Sitterson had decided on for reopening the facility. The University Graduate Student Association sent Scott a telegram urging him "to resist the use of military force." There was also some excitement in the State Legislature. The campus was in an uproar for the next week. Teaching assistants were threatening to postpone their classes until the police left. University officials had to tell them that such action could result in their dismissal. The workers refused to meet with the state personnel director in Raleigh because he had rebuffed them when they had approached him previously. President Friday and Chancellor Sitterson announced that they had referred the matter to the North Carolina attorney general. On 11 March, Chancellor Sitterson spoke to a meeting of the faculty in Memorial Hall, which was moved from Hill Hall to allow seating for spectators. Part of his speech was the official university response to the food workers' grievances.

The occupation of Manning Hall continued, and Chancellor Sitterson ordered that something be done about the loudspeaker of the BSM at Manning. It was disrupting classes and the offices of professors located nearby. Mr. Dobbins consented to turn it off on 13 March. Governor

Scott ordered the highway patrol to clear Manning Hall and to arrest the students responsible for the table-turning episode. The Chapel Hill chief of police, Mr. William Blake, did not want to give the arrest warrants to the highway patrol. Instead, he went in alone without a gun to present the warrants to the eight students, seven of whom were black. Manning Hall, on the advice of Howard Fuller, was vacated before the highway troops appeared. Fuller was a well-known activist who had graduated in social work from Western Reserve University and had been on the staff of the University of North Carolina at Chapel Hill as a part-time lecturer in social work from 1965 to 1968. He was living in Durham and participated extensively in activities on the Duke campus. In addition, he had organized an independent university in Durham known as the Malcolm X School of Liberation, which for a brief period attracted a lot of attention.

On 14 March, a small group of student government leaders met in Raleigh with the executive committee of the Board of Trustees to discuss the situation. At this meeting, President Friday stated that there had been no confrontation, no riot, no fire, and no student strike on the campus, and that this was to the credit of many students, faculty members, and the university administrative staff. He pointed out further that this could not be said about any other major university campus in the country, and he assured the executive committee that the university would enforce the law when any crime was committed. The executive committee passed a resolution proposed by Mr. Bryant that commended the president "for his clear and unequivocal statements of the University policy and for the cooperation of his entire administrative department." The commendation was also extended to all of the chancellors. The resolution had the following statement about the governor: "We appreciate all the efforts of the Chairman of our Board, the Governor of the State, who has spoken as a representative of the people of North Carolina in pledging that the educational institutions of our State will not be closed or disrupted by the willful efforts of a few violent agitators."

Mr. Thomas White seconded the motion and the resolution was adopted unanimously, whereupon Governor Scott read a personal statement regarding the recent occurrences on some of the campuses of the university and requested that it be included in the record. The statement takes up five pages in the minutes of the Board of Trustees and was a vigorous and almost immoderate lecture to the officials of the university for not acting more swiftly in dealing with the students and faculty. At one point he stated that the president, in going before the Appropriations Committee of the General Assembly on behalf of the administrative officers, might be asked "to justify their continued failure to take such positive action in the current difficulty as the facts warrant and the law permits." It

was reported in news accounts that Scott "vilified" the University of North Carolina officials. A resolution was adopted by a vote of ten to five which provided a temporary policy, pending action of the Board of Trustees, for dealing with students and members of the faculty who engaged in disruptive behavior.

In the afternoon following the meeting of the executive committee, Chancellor Sitterson spoke to a meeting of the students in Memorial Hall. He complimented them for their behavior and expressed "a deep sense of sadness" for the presence of outside police on the campus. He noted that "we are all in this together." He announced that an auditor had found 168 cases of overtime due to workers since February 1968 for a total of \$2,000. He also mentioned the possibility that more was owed as the auditors went back to February 1967 when the university first came under jurisdiction of the Fair Labor Standards Act. He said that efforts were being made to resolve the job classification problems and to institute a five-day, forty-hour week. Mrs. Doris Stephens, the worker unfairly fired before the walkout, had been invited back to work, and he reported that supervisors would now be employed without regard to color. He left the building, and two of the strike leaders told the students that they appreciated what the chancellor was doing but still demanded the \$1.80 minimum wage, Mr. Prillaman's ouster, and a black supervisor. A few days later at a student vigil for the strikers, one of the workers told students that they had just received their overtime checks and they were not happy. The largest check was \$13. Employees were told that they could question the auditors directly on Tuesday.

Senator Ralph Scott, the governor's uncle, introduced a bill in the State Senate for an immediate 10 percent raise for all state nonacademic employees. Senator Scott said, "They've been promised a lot they've never gotten . . . they need some concrete results to get back to work." Also, on that day, the highway patrol began to withdraw from the campus. Mr. Prillaman was reassigned to the Accounting Department in charge of revising the food service record system. Food workers complained that he was being put in charge of correcting the very system he had fouled up but were told by the administration that he would have no decision-making responsibilities.

During the negotiations the folk singer, Joan Baez, gave a benefit concert in Chapel Hill for the food workers, increasing their benefit fund by \$5,000. At the performance one of the strike leaders called for a general strike by students and teaching assistants from classes, beginning the next morning. This caused conflict among student leaders who had not been consulted and who did not support a strike in view of the progress that had been made. The next day few students followed the strike request.

On Thursday, 20 March, three of the strike leaders and their lawyers met in Raleigh with Governor Scott. He agreed that the demanded salary raise was just. According to some reports, the meeting had been arranged by Senator Ralph Scott who was acquainted with one of the strike leaders, Mrs. Mary Smith, from Pleasant Grove in Alamance County. Senator Scott told the Governor to listen to Mrs. Smith. On the night of 20 March the Governor called Mrs. Smith to assure her that a settlement would be reached.

Meanwhile, students on the campus were making plans to storm South Building and occupy it at noon on Friday if the strike were not settled. More than a thousand people were gathered, wondering if they would have to carry through on their threat to take South Building by force, when a telephone call came from Raleigh announcing that an agreement had been reached between the governor and the food workers' lawyers. Governor Scott announced pay raises to \$1.80 an hour, effective 1 April, for about 5,000 of the lowest paid state employees, including the striking cafeteria workers. He said that he had been assured that the strikers, about 110 of them, would return. The increase averaged about 12 percent.

This was a clear victory for the handful of black cafeteria workers who had gone on strike and started a chain of events that brought pay raises to 5,000 state workers.

Mr. Preston Dobbins, leader of the Black Student Movement, said, "This is not the end. What has happened here today is the beginning of what will be done. A whole lot of things need to be done." Howard Fuller, the Black Community Action organizer from Durham, said the strike "proves black people can do their own thing. It's proved the Chancellor has no power, because if the man in the Statehouse gets shaky enough, he is going to do his own thing."

During this crisis there had been further disorder in North Carolina. On Friday, 14 March, in Greensboro at North Carolina A&T State College, a student boycott in support of striking employees of the privately owned food service on the campus ended in a confrontation with the police that resulted in tear gas, gunfire, injuries, and eighteen arrests. In Durham, on 13 February, fifty black students occupied Duke's Allen Building. Howard Fuller urged them not to give up voluntarily but, faced with a one-hour ultimatum and the threat of being evicted by 150 Durham police and state highway patrolmen, the students evacuated the building at nightfall. They were joined outside by 2,000 students and others. They were all hemmed in by law enforcement officers. A violent confrontation resulted with bottles, rocks, and tear gas thrown. Twenty people required hospitalization.

The strikers at Chapel Hill went back to work, and the university ad-

ministration, at a meeting of the executive committee on 9 May 1969, proposed regulations for dealing with the disruption of educational processes. Governor Scott said that he had given a good deal of thought to the matter and it was his belief that the court sentences given to those arrested for disruption in the dining hall "pretty well reduced general discussion of the issue." He stated that "the action and resolution proposed by the President is a forthright and satisfactory procedure for the future." After considerable discussion, Mr. Bryant submitted a tentative proposal for a change in a portion of the by-laws of the *Code* "dealing with the responsibilities, duties and functions of the principal officers of the University." These proposals were considered by the committee and it was decided that they should be studied further. President Friday withdrew his recommendations and suggested that the governor request a subcommittee to meet with faculty representatives to study the matter further. He also pointed out that the action would leave the administration without a policy. It was decided that the president should meet with the chancellors immediately following the meeting so that they would be in agreement on any temporary course to follow in the case of disruptive action on any campus. The governor had asked Mr. Archie K. Davis on 30 April 1969 to serve as chairman of a subcommittee to study the matter of student and faculty discipline, and he appointed Messrs. Barber, Bryant, Maynard, and White to serve with him. Mr. Bryant's suggestion was referred to that subcommittee. This initiated a long train of meetings between the subcommittee, the administration, and representatives of the University Faculty Advisory Council over the next five months. At the regular meeting of the Board of Trustees on 27 October 1969, the *Code* was amended "to provide for handling the offense of disruption of the educational process and other activities of the University and clarifying responsibility for student discipline."

Mr. Davis gave a history of the activities his subcommittee had engaged in to develop the amendment to the *Code*. The subcommittee was guided by seven fundamental conclusions around which it worked, as follows:

1. Willful disruption of the educational process, destruction of property, and interference with the rights of others by any members of the University community (students, faculty, and other employees) should be plainly defined and prohibited.
2. Conviction of the prohibited conduct should be made grounds for suspension, expulsion, or discharge.
3. Responsibility for enforcing regulations on the subject should be placed upon the President, allowing him to obtain assistance from

appropriate officers and agencies of the institution in carrying out his duties.

4. Conviction of a member of the University community in a state or federal court should not preclude the University from exercising its disciplinary authority in any case of misconduct, and no officer or agency of the University should have authority to grant amnesty or make any promise as to prosecution or nonprosecution to a person charged with disruptive conduct.
5. To prevent the occurrence, continuation, or recurrence of conduct disruptive of the educational process, destruction of University property, or interference with the rights of others, the University administration should be authorized to seek injunctive relief from the civil courts.
6. The unauthorized possession of firearms and other weapons on University premises should be made a ground for suspension from the University.
7. To resolve any possible ambiguity, ultimate responsibility for the regulation of student conduct should be imposed upon the Chancellor with respect to his own institution.

The amendment to the *Code* was adopted unanimously. It consisted of a definition of disruptive conduct, the responsibility of chancellors, the responsibility of the president, the responsibility of the trustees, a prohibition of amnesty, and a provision for publication. In addition, there was an amendment to a section of the by-laws of the Board of Trustees that prohibited firearms and other weapons on the campus.

The amendment to the *Code* was widely circulated and it was hoped that this would settle the matter; however, requests continued from the Faculty Advisory Committee and from the student bodies for a change that would give faculty and students a role in advising a chancellor concerning those alleged to be guilty of engaging in disruptive behavior. Deliberation on this matter went on for an additional year and finally on 26 October 1970, the combined efforts of a committee of eighteen—composed of six trustees, six faculty members, and six student body presidents with Mr. William A. Dees, Jr., as chairman working with a subcommittee of the executive committee consisting of Chairman Bryant, Mrs. Lathrop, Mr. Andrews, Mr. Davis, and Mr. Maynard—resulted in a further revision that was adopted by a majority vote of the Board of Trustees.

Shortly after this, the attention of leaders in higher education in North Carolina became focused on the great restructuring battle and there were no further troubles with disruption.

The academic year 1969–70, however, was wracked with further difficulties, including another strike among the food workers and the unrest that developed because of President Nixon's conduct of the war in Vietnam and its extension into Cambodia.

After the settlement of the dining room workers' strike, the university at Chapel Hill continued to operate the food service the remainder of the year; however, the financial losses had been so severe that it did not seem wise to attempt to continue the service for the academic year 1969–70. The franchise for operating the dining halls was given on contract to SAGA Food Service, a private corporation, with the hope that it could make the operation profitable. There was much argument over the terms on which SAGA took over the operation; consequently, on Friday, 7 November, about 135 of the 147 full-time SAGA nonmanagement employees went on strike. The strike was precipitated by the discharge of a number of employees during the previous two weeks. These included four who were on the Nonacademic Employees Union Organizing Committee. The others who were discharged also supported the union. Four of the six campus cafeterias operated by SAGA were closed.

The workers argued that SAGA was trying to crush the union-organizing attempts. Two of the key organizers were offered managerial positions if they would give up organizing and they refused. The demands of the workers who had transferred from the university to SAGA were not very different from the demands of the previous spring. This time their dispute was with a private corporation rather than the university.

The Faculty Council passed a resolution offering to mediate the dispute; however, the union organizers discouraged this. SAGA agreed to bargain with the union representative if the employees voted for union affiliation by secret ballot; however, SAGA fired four additional striking workers and announced that when operations were resumed they would reduce the number of full-time employees from 147 to 100. On Friday 21 November, the full-time workers voted by a majority of 94–26 to affiliate with the American Federation of State-County Municipal Employees (AFSCME), and on Sunday negotiations between SAGA and the union began. The most important demand was that all employees be returned to work. The representative of SAGA stated that the company would not do this, and the strikers all walked out. Another attempt was made at negotiations on Monday, but SAGA refused to meet in the same room with the striking workers. Negotiations reached a standstill. The company then began to employ replacements for the striking workers. A group of students, faculty, and townspeople demanded that the university either force SAGA to come to terms with the workers or terminate their contract. The next day, Mr. Howard Fuller, leader of Malcolm X Liberation University of Durham, and a number of his students joined the picketing. An inci-

dent occurred that precipitated a violent confrontation between pickets and the police. An injunction was obtained preventing Howard Fuller, James Lee, Preston Dobbins, and several other leaders of the strikers from coming on or in the vicinity of the campus for the duration of the strike. Representatives of AFSCME and SAGA officials met with the Faculty Council Mediation Committee but no agreement was reached. After a weekend of bargaining, a compromise settlement was reached, which provided that all workers, including those fired just preceding the strike and those fired during the weeks of picketing, would be rehired by SAGA until other jobs for unneeded employees could be found in other departments of the university. The rehiring of all workers had been the major issue of the strike. A number of other concessions relating to vacations, holidays, sick leave, and a checkoff system for payment of union dues were also included in the settlement.

The settlement was negotiated by Dr. Paul N. Guthrie of the School of Business Administration, and President Friday encouraged settlement on the terms finally reached, but he had no personal involvement in the negotiations. He gave the three-man mediation panel, headed by Dr. Guthrie, full credit for the settlement. The workers returned to their duties on 9 December.

Black students came from throughout North Carolina to the university campus to help the workers celebrate the end of the strike. During the strike about sixteen persons were arrested and five treated for minor cuts and bruises in three separate instances of violence on the picket lines.

SAGA continued to operate the food service until the expiration of its contract on 27 May 1970.

The university did not want to resume operating the service which had shown a loss during its final four years. SAGA, one of the largest food service companies in the nation, had lost financially. There was some discussion that the food service workers might attempt to operate the service on a cooperative basis but nothing came of this.

The decline in the cafeteria business on campus was attributed to the decreasing percentage of students living on campus, the increasing percentage of students with cars, the addition of snack bars in some dormitories, and the use of refrigerators in dormitory rooms. In addition, there had been a great increase in the number of privately owned restaurants within walking distance of the campus. The deterioration of the service due to neglect by those responsible for supervision probably contributed significantly. The main cafeteria lines were closed for a number of years at Chapel Hill until there was a change in the life-style of students that led to a demand in the 80s that the cafeterias be reopened. Regular food service continued on all of the other campuses.

On 14 March 1969 the civil rights issue was raised in the executive

committee of the Board of Trustees when Victor Bryant asked that something be done to improve the method of screening new appointees to the faculty. It was decided later that a questionnaire should be sent to prospective appointees asking, "Have you ever been subjected to an inquiry, hearing or proceeding relating to the violation of any state, local or federal ordinance other than a traffic violation?" The questionnaire also asked if one had been subjected to questioning involving violations of any campus regulation or ordinance at any time. This questionnaire caused considerable controversy on the four campuses, and departmental chairmen pointed out the difficulty it caused them in negotiating with prospective faculty. The questionnaire idea was later dropped, and it was decided to send those who were offered appointments a copy of trustee regulations on disruptions.

During the spring there were no disruptions on the campuses. On 18 March the governor was confronted by about 250 black marchers from across the state, who presented him with a schedule of demands. After a closed-door conference with a committee from the marchers, the group disbanded the following day with the impression that they had made some progress. It was a frustrating experience for the marchers since they had waited in the rain most of the day for the Reverend Ralph David Abernathy of Atlanta to address their rally. He had been unable to appear because of the weather.

The university was quiet during the summer, but when the students returned in the fall they began to show their frustrations with the course of the Vietnam War, which they had expected President Nixon to settle. Plans were made for what they called a moratorium which actually consisted of a large demonstration and withdrawal from classes. On Wednesday, 16 October 1969, thousands of students gathered to hear an address by Jack Newfield, associate editor of the *Village Voice*, against the war and against the policies of President Nixon. The audience included President Friday, Chancellor Sitterson, and many leading members of the faculty. Similar meetings were held at North Carolina State University, East Carolina University, and Duke University. The call for students to boycott classes in the face of the disruption policy that had been adopted by the Board of Trustees was not very successful and the war protests did not become a crucial issue until the spring of 1970.

On 30 April 1970 President Nixon announced that several thousand ground troops had entered Cambodia. That night, the student legislature at Chapel Hill passed a resolution condemning his actions. In the resolution, they urged "all students whose consciences do not support United States Military involvement in Southeast Asia to boycott classes on Wednesday, May 6, 1970, and to attend a rally on that day." On Monday,

4 May, the confrontation between students and the National Guard in which four students were killed occurred on the Kent State campus in Ohio. This acted as a catalytic agent and aroused students all over the United States. There had already occurred on the Chapel Hill campus in April a Moratorium Festival attended by about 2,000 students protesting the war in Southeast Asia. Following the incident at Kent State, some graduate teaching assistants refused to meet their classes as a protest. They were joined by about 2,000 student strikers who marched on South Building, chanting "On strike, shut it down." The next day, ninety-one Morehead Scholars signed a petition expressing solidarity with the strikers and at a 1:00 P.M. rally, Student Body President Tom Bello urged students to continue the strike but to remain nonviolent. Mr. Dick Roman, a full-time instructor in sociology, called for the faculty to join the strike. A total of 84 professors and teaching assistants signed a petition granting striking students amnesty for striking and missing classes or examinations. On 7 May, English graduate students put forth three proposals to the faculty concerning student strikers. The proposals in the form of a petition were signed by 3,800 students. They asked the faculty to: "join the strike as faculty of The University of North Carolina at Chapel Hill, approve the participation in the strike by individual faculty members, and give those students who participated in the strike final grades on the basis of work thus far completed this semester, i.e., students will not be penalized academically for participation in the strike, for missing classes, or for missing exams."

The situation by this time was growing exceedingly tense and there was a risk that it would get completely out of hand.

A general faculty meeting was called at 4:00 P.M. at Hill Hall to discuss the petition and the strike situation in general. It was attended by about 600 of the 1,200 faculty members eligible to vote. After an hour of heated debate, the faculty overwhelmingly approved a resolution presented by Dr. Marvin Silver of the Department of Physics and Dr. Gerhard Lenski of the Department of Sociology. Some 4,000 students gathered outside Hill Hall and cheered the vote on the resolution, which was as follows:

The students . . . have reacted to the deaths at Kent State and to President Nixon's escalation of the war in IndoChina in a mature and constructive manner. Without passing judgment on the ultimate effectiveness of their strategy, we recognize that this activity constitutes a reasonable, peaceful and responsible course of action by members of our own University family.

Therefore, in order to give tangible evidence of our support to their effort, we reaffirm the freedom of students to be assessed only

according to their academic performance and the faculty members' professional criteria. This includes giving students final grades on the basis of work completed thus far this semester or of permitting delay in the completion of course requirements. Students are assured of the right of appeal in cases of departure from this policy.

There were protests by students in colleges and universities all over North Carolina. At Duke University, where Mr. Terry Sanford had just assumed office, and at North Carolina State University and others in North Carolina, there were exercises in memory of the students who were killed at Kent State. In Chapel Hill 7,000 students attended memorial rites in Polk Place.

Governor Scott had endorsed President Nixon's action. About 4,500 college students from across North Carolina marched on the State Capitol on 9 May chanting "peace now" and demanding that Governor Bob Scott withdraw his support of Nixon's action sending United States troops into Cambodia. A colorful group assembled at North Carolina State University and marched arm-in-arm down Hillsborough Street behind the American Flag. A committee of students was received by the governor, and when Miss Cathy Sterling, president-elect of the North Carolina State student body, read a statement giving the results of their conference, there were hisses and shouts of disapproval from dissatisfied students. The governor refused to promise not to use National Guard Troops on North Carolina campuses if trouble should develop. He refused to accede to their demands to condemn Governor James Rhodes of Ohio for sending the National Guard to Kent State, but he did agree to tell Rhodes of the North Carolina students' concern over Kent State when he met him at a forthcoming conference.

Just before the marchers left North Carolina State, they acceded to the demands of black students who had announced that they would have nothing to do with the march unless it broadened its demands to include mention of injustices to blacks. A revised statement of their objective in seeing the governor noted that black students had died during law enforcement actions in Orangeburg, South Carolina, and at the A&T campus. The latter incident occurred on 21 May 1969 when there was a disturbance caused by the sponsorship of a high-school student who had not been permitted to run for the office of student-council president. When the issue came to a crisis, the National Guard was called out by Governor Scott at the mayor's request and during the melee Willie Grimes, a student at A&T, was shot in the head by a small caliber bullet from an unknown gun. This was the only incident that led to a fatality during all of the period of student unrest in North Carolina.

A group of about seventy-five students held an hour-long sit-in at South Building on 11 May to present a petition against the university's disruption policy to Chancellor Sitterson. It was accompanied by a petition bearing about 600 signatures of persons admitting to having violated the disruption policy and asking the university what it intended to do about it. During the sit-in, about 750 students outside listened to several professors discuss the war at a teach-in. The students left the chancellor's office voluntarily, and President Friday issued a statement later pointing out that the normal procedure stipulated by the disruption policy would be followed in determining whether there were any violations. Class attendance at that time was still down about 50 percent as the result of the class strike called on Tuesday, 4 May.

More than 700 students and faculty members from the University of North Carolina at Chapel Hill went to Washington in an effort at lobbying the state's congressional delegation. Bus loads of young people and their professors roamed the Capitol and held a two-hour session with Tar Heel lawmakers. They were told by Professor John Dixon from the Department of Religion, "These are my children. They are your children. They are the children of your neighbors. Their purpose is a deeply patriotic faith in the Nation." Senator Everett Jordan told them that he was prepared to vote for some attempt to limit moves into Cambodia. With this exception, the effort changed few minds in the delegation. Four members already opposed the move and the remainder supported President Nixon. The students did have one effect: they convinced many North Carolinians that student dissent over the war was no longer confined to the radical fringe.

There was much criticism among citizens of the state of the so-called moratorium practice and of the promise of professors to grant amnesty to students who did not attend classes. The end of the spring semester came during all of the excitement following the Kent State incident. President Friday issued several statements to the effect that none of the University of North Carolina units would close. Most institutions had attendance regulations that permitted instructors to set the attendance rules for each class. The number of absences varied greatly from institution to institution and from subject to subject. Where the instructors insisted on class attendance, they usually obtained enough attendance to enable them to assign grades to students.

At the regular meeting of the Board of Trustees on 25 May 1970, President Friday gave a detailed account of the student unrest and revealed that he, in company with seven other university presidents, had been called to the White House to advise the president on the national crisis. He stated that there are a "few students who would disregard the law, close down

institutions, destroy property, provoke violence and threaten human life." He also called to their attention the constitutional limits that had been imposed by the courts on "summary expulsion of students." He was convinced that those who would provoke violence were few in number. Then he stated, "We must ask ourselves, who are these other thousands of young people who have gathered to express themselves in recent weeks on our campuses and the campuses of Duke, Wake Forest, East Carolina and other institutions?" The answer that they are our own children was obvious. President Friday asserted again that the university "is going to remain open; that the laws of the State will be enforced; and that the obligation of any administrator is to do his best to prevent unnecessary direct confrontation." With respect to the students who insisted that they had violated the disruption policy, he stated that they would have to validate the status of each signer to determine whether he is a student, teaching assistant, faculty, or staff member. Subsequently, with legal advice, it was found impossible to bring action that would be successful against any of the signers.

At the close of the statement, Governor Scott, in contrast to his action a year earlier, agreed with President Friday and called attention to the devotion and diligent efforts of many people "including the Chancellors, President Friday and his administrative staff, the faculties and the vigorous leadership of the elected student leaders, that the University had not closed its doors during this crucial period." The board made provisions for printing and giving wide circulation to President Friday's statement.

When the university resumed classes in the fall of 1970, there were no further plans to strike or to disrupt the educational process. Within a short time, interest had shifted to other issues and when President Friday reported to the Board of Trustees a year later on 28 May 1971, he commented that "we shared a common concern over the course of disruption and unrest manifest on college and university campuses throughout the land" one year ago. He stated further, "There has been a perceptible change in the student community in America this year. A student leader within our University community commented that students had 'approached the precipice, viewed the abyss with alarm, and eschewed violence and unlawful confrontation.'"

The disruption policy during this period of unrest was invoked only once. David G. Blevins, a part-time instructor in social work, was found in violation of the trustees' policy for refusing to teach his once-a-week class at the Charlotte campus on 15 October 1969—the day of the first Vietnam War protest. Mr. Blevins was actually employed by the School of Social Work at Chapel Hill. The question of his dismissal was moot since he had already been notified that his services would not be needed for 1970–71.

The disruption policy was not included in the revision of the *Code* adopted by the Board of Governors in 1974 and has joined the visiting-speaker policy and regulations in oblivion.

Throughout the tense period of activism, President Friday sought means of bringing equity, fairness, and respect for freedom of expression to the campuses. He raised private funds to provide grants that would increase the enrollment of minority and disadvantaged students at Chapel Hill in the period before large federal grants were available. In addition, he obtained private funds for symposia and lectures during 1970-71 that gave a constructive turn to the tumult, unrest, and excitement that had engulfed American campuses in the late 60s. He had sympathy for the fresh and direct approach of students and young instructors to social and economic changes and managed to protect them from both their own excesses and the intolerance of their more fearful elders. However, he made it clear that "Anarchy has no place on the campuses of this University."

Expansion and Conflict

DURING the deliberations of the Governor's Commission on Education Beyond the High School, community colleges located in Charlotte, Asheville, and Wilmington asked to be considered for inclusion in the Consolidated University. The inquiry was referred to President Friday who placed it before the executive committee of the Board of Trustees on 15 June 1962. It considered the proposal of such great importance that it referred the matter to the full Board of Trustees. It also requested its chairman, Governor Sanford, to appoint a committee composed of trustees to study the question of the expansion of the university and other matters. Governor Sanford appointed a committee of eleven with Mr. Thomas J. Pearsall of Rocky Mount as chairman. Some of the work of this committee has already been discussed.

The report of the Governor's Commission on Education Beyond the High School included a recommendation that the legislature increase the three community colleges mentioned above to four-year college status, and it also recommended the enactment of a statute authorizing a procedure by which the Board of Trustees of the Consolidated University might expand to additional campuses.

Before the legislature could meet, the special committee studied the recommendations of the governor's commission and began considering the requests of the three community colleges. Members of the committee went to Charlotte, Asheville, and Wilmington. They also went to California to see how expansion had been accomplished by the University of California. A preliminary report on progress was made on 12 November, in which it was stated that "the question of expansion to new areas of the State is a matter of clear priority." In the final report of the special committee to the Board of Trustees on 25 January 1963, a detailed plan for future expansion of the university was proposed and it was recommended that the legislature enact a statute that would permit the university to expand.

The legislature of 1963 had before it the report of the commission, and it was also badgered by the name change issue which has already been

mentioned. It did change the three community colleges to four-year institutions and enacted legislation that would enable the university to expand. Following the adjournment of the legislature, which also enacted on the last day of the session the infamous Speaker-Ban Law, the Board of Trustees, after discussing the Speaker-Ban Act for the first time on 8 July 1963, designated Mecklenburg County with its surrounding area as the first to be studied under the procedure enacted by the legislature. An Advisory Council on Educational Policy, composed of the vice presidents, the chancellors, and twelve professors selected to provide representation from each of the three campuses, was established as a permanent body to advise the president on matters of policy that might affect the entire university. This body met on 28 January 1964, studied the statute that provided for the expansion of the university, and decided to visit the Mecklenburg County area and the campus of Charlotte College. This visit occurred on 12 February. Members of the council and representatives from the university administration met with members of the Board of Trustees of Charlotte College and many other interested community groups. The council inspected the site, buildings and equipment of the college. Conferences were held with each academic department and with the administrative staff. The library was also inspected.

President Friday reported on the visit to the executive committee of the Board of Trustees on 23 February 1964 and requested that the committee pass a formal resolution authorizing a detailed study. On 24 February the Board of Trustees of the Consolidated University met in Raleigh and discussed the progress of the Mecklenburg County Area Study. At this same time, Dr. A. K. King was elected vice president for institutional studies and designated as the principal staff officer for making the study.

A meeting of the Advisory Council on Educational Policy was held on 18 March for the purpose of evaluating the information collected during the 12 February visit. The following summarizes some of the conclusions that were reached by members of the Council:

1. An additional campus of the University would become a great asset to the State as it grows in population and wealth over the next twenty years. Viewed in this perspective, the expansion of the University to the Mecklenburg County area would be a logical step.
2. It can be assumed that a large state-supported institution of higher learning will develop in the Mecklenburg County area.
3. A policy decision as to whether the resources that will be allocated to this institution should be devoted to a campus of the

University or to a separate institution will have to be made at an early date.

4. The Board of Trustees of Charlotte College and other leading citizens of the area have high ambitions for the institution and will move as expeditiously as possible to achieve their objective. Their present preference is that the college become a campus of the University.
5. Charlotte College is still relatively simple in its academic program and administrative organization, and it would not be difficult to effect a merger provided that planning toward this end moves ahead speedily.
6. The development of an additional University campus in the area should not be accomplished by slowing down the development of the existing campuses.
7. The development of graduate and professional programs on an additional campus of the University would have to be preceded by the development of an undergraduate program and faculty comparable to those on existing campuses.
8. The development of a University campus in the Mecklenburg County area for commuting students only would not be feasible, and eventually residential facilities would have to be provided.
9. If Charlotte College should become a campus of the University, its position in the administrative structure would be identical with that of the existing campuses.
10. Close liaison should be maintained and informal discussions should be conducted with trustees and officials of the College concerning such matters as faculty, buildings, equipment, site planning, land acquisitions, budgets, and other relevant items while the study is in progress.

Dr. King was directed to develop a procedure to follow in carrying on the study.

On 26 March 1964 the formal investigation was initiated. It was eventually summarized in a document entitled *A Study of the Need for an Additional Campus of The University of North Carolina to be Located at Charlotte College*. Many visits were made to the campus of Charlotte College and to agencies in the Mecklenburg area during the spring and summer. The college had already been elevated from community college status to four-year college status. It had acquired an excellent campus site eight miles from the center of Charlotte and had built a library, a science building,

one unit of an arts building, and the beginning of a student union. The most prominent landmark at that time was a pile of stones in the middle of the campus that had been the location of a dairy barn. Since that time it has been beautifully landscaped and is the site of the present Belk Tower.

Miss Bonnie Cone was the president of Charlotte College. Many conferences were held with her and with the late Addison Reese who was chairman of the Board of Trustees. The Board of Trustees of Charlotte College was eager to negotiate with the Board of Trustees of the Consolidated University about becoming a fourth campus of the university. Both Miss Cone and Mr. Reese were enthusiastic about the idea. They cooperated fully in the investigation which centered around the following three questions:

1. Is there a need for an additional campus of the University?
2. Is the Mecklenburg County area an appropriate location for an additional campus?
3. Is Charlotte College a suitable nucleus for a campus of the University?

During the visits, conferences were held with members of the Board of Trustees, faculty members, and administrative officials of Charlotte College. Close liaison was maintained with Charlotte College on such matters as personnel, capital improvements, budget, library, site planning, and academic programs. Consultative services were made available to evaluate the library, to advise concerning the staffing of several departments of the college, to advise on the revision of building plans, and to assist with budgetary problems. In addition, all available information relating to the history and present condition of Charlotte College was reviewed, including minutes of the Board of Trustees, personnel records of the faculty, the college catalogue, student records, building plans, and various official documents.

It was thought in the beginning that a campus of the University at Charlotte should appeal chiefly to commuting students drawn from a radius of twenty-five miles. As the study progressed, it became clear that an institution of university caliber would need to have a broader appeal, and the Board of Trustees of the college was so informed. It was also made clear to the board that the transfer of authority and responsibility for the college from its board to the Board of Trustees of the Consolidated University would have to be without any reservations.

The study was completed in October 1964 and reviewed by the Advisory Council on Educational Policy, which suggested that the information and conclusions in the study should be reported to the Board of Trustees of the university. The statistical evidence concerning the pro-

jected demand for higher education in North Carolina overwhelmingly supported the need for another institution. Enrollment in the three campuses of the university had doubled in the previous decade, and it was estimated that this demand would continue for another decade.

There was no question about the appropriateness of the Mecklenburg County area for the location of an additional campus. It included the largest aggregation of population in the state and was a rapidly growing metropolitan area that was served by no other public institution except Charlotte College. A large college of complex organization would almost inevitably develop there in the next two or three decades. The only question was, "Would it develop under the guidance of the University of North Carolina or would it develop under its own aegis?"

With respect to the suitability of Charlotte College as a nucleus for a campus of the university, the answer was clear. The college had an enrollment of 1,512 students, all commuters, in the fall of 1964. Physical facilities included 897 acres of land, four completed buildings, one building under construction, and two more that would soon be under construction—all with a total value conservatively estimated at \$8,000,000. The Charlotte College Foundation had resources of \$1,225,000. The operating budget for the year was over \$1,300,000. The combined A and B Budget Requests for the 1965-67 biennium amounted to \$4,382,000 and the capital improvements requested amounted to \$8,945,000. The library was well planned; however, it was in need of additions to the 40,000 volumes. It was increasing at the rate of 1,000 a month. Undergraduate degrees were offered in eleven fields and the first class, which included sixty-one seniors, was scheduled to graduate in June 1965. The full-time faculty included thirteen professors, fourteen associate professors, twenty-five assistant professors, and twenty instructors for a total of seventy-two of whom forty-four percent held doctoral degrees. There was still much to be done but with its sound assets, it was estimated that it could be incorporated into the university with few disruptions. It was therefore recommended "that the Board of Trustees of the University, subject to the provisions of General Statute 116-2.1, take appropriate action to make Charlotte College the fourth campus of The University of North Carolina." After a lively debate in which one member of the Board of Trustees spoke in opposition on the ground that the university should not "expand and acquire quantity and lose quality," the following resolution was adopted:

NOW, THEREFORE, BE IT RESOLVED by the Board of Trustees of The University of North Carolina:

1. that subject to:

- a. the approval of the North Carolina Board of Higher Education,
- b. the approval and provision of adequate financial support for the proposed campus by the General Assembly,
- c. the enactment by the General Assembly of necessary legislation repealing the provisions of Article 2, Chapter 116, of the General Statutes of North Carolina pertaining to Charlotte College,
- d. the enactment of such additional legislation and the performance of such other official acts by the Board of Trustees of Charlotte College and other appropriate authorities as may be necessary to transfer the property of Charlotte College to the proposed campus, and
- e. the application to the proposed campus of standards and criteria now prescribed by the Board of Trustees for the existing campuses of the University.

An additional campus of The University is hereby established by incorporating and merging Charlotte College into The University of North Carolina, effective July 1, 1965.

2. The former Charlotte College shall thenceforth be designated "The University of North Carolina at Charlotte."

The study and the resolution were sent on to the State Board of Higher Education for its approval. The state board unanimously adopted a resolution that stated that making the Charlotte College the fourth campus of the Consolidated University would help meet "the demonstrated need to provide university-level education in the densely populated and expanding Southern Piedmont area of North Carolina."

The proposal then went to the state legislature where it was referred to the Higher Education Committee of the House. It experienced a little opposition in the House; however, when it reached the Senate, there was lively opposition on the part of some powerful members of that body, among them a chairman of the board of one of the state colleges. The bill weathered the storm and became the law of the land on 3 March 1965.

Some of the state colleges believed that the addition of a fourth campus to the Consolidated University would give the university too much power. They felt that it would detract from their expansion, would interfere with their ambitions to become graduate institutions, and would siphon off support that might have gone to them. They resented the action of the Board of Higher Education in supporting the Board of Trustees of the university. This resentment together with other factors, some of which were political, led to an effort to abolish the Board of Higher Edu-

cation. The board survived by a narrow margin, but it was restructured in such a way that most of its members lost their positions. New ones who were more closely allied—with one exception—to the administration of the new governor were appointed. Nine of the members were appointed by the governor and five were elected by boards of trustees of state institutions. The Consolidated University had two permanent members and the other three were to rotate among the state colleges. Mr. Watts Hill, Jr., was appointed chairman of the board. Dr. William Archie, director of the board, resigned. At a later date it was often argued that the actions of the 1967 and 1969 legislatures in giving all state colleges not in the Consolidated University regional university status with broad authority to offer graduate work, eventually to the doctoral level, grew out of the expansion of the university.

The bill changing the designation of Charlotte College to the University of North Carolina at Charlotte became effective 1 July 1965. The exercises for the first and last graduating class of Charlotte College were held in a room in the library in early June. President Friday was there and most of the members of his staff. The college Board of Trustees was there in a body. There were many tributes paid to those who had established Charlotte College, especially to Miss Bonnie Cone, the president of the institution. Chairman Reese and President Friday made some remarks. Shortly thereafter, on 1 July, there was a second ceremony. Present for that occasion were most of the members of the executive committee of the Board of Trustees of the university, all of the members of the Board of Trustees of Charlotte College, all of President Friday's staff, and some representatives of the faculties of the other three institutions. The three chancellors of the other institutions were also present. Governor Moore made the transfer of all properties held by the Board of Trustees of Charlotte College to the Board of Trustees of the University of North Carolina.

President Friday had announced earlier that he had asked President Bonnie Cone to assume the duties of acting chancellor the moment she relinquished the duties of president. He and others expressed the deep debt of gratitude owed to her by the university, the Charlotte community, and the University of North Carolina at Charlotte for the gracious way in which she conducted the affairs of the institution in the interim following the transfer.

The Board of Trustees of the university designated a search committee to look for a chancellor. They were directed to make a national search. The chairman of the committee was the late Thomas Leath from Rockingham in Richmond County. Other members of the committee were Mr. Irwin Belk, Mrs. Elise Wilson, Mr. Henry Foscue, and Mr. Thomas McKnight. Notice was sent out that a chancellor was being sought. Many

names were received, but there was one that stood out among all the others: President Dean Colvard of Mississippi State University. Many people thought Dr. Colvard could not be moved from the presidency of a major land-grant college to a struggling little institution that had just achieved university status. The committee, as it proceeded in its deliberations, came to the conclusion that if the university at Charlotte was to achieve true university status, it would have to have an experienced university president. It was essential, they felt, that the president have national credentials and be able to attract faculty of university status; that he be able to go to Raleigh and make his influence felt among the state officials; and especially that he be able to sit in the counsel of the chancellors of the university and carry as much weight as the chancellors of the three older campuses.

President Colvard, who was a native of North Carolina and a former Dean of the School of Agriculture at North Carolina State, fulfilled the criteria that the committee had in mind. His name was submitted to the Board of Trustees, and it was left to President Friday to convince him that here was an opportunity to do a unique and creative job in North Carolina that would come to very few people. The president was a good salesman, and Dr. Colvard accepted the position.

A special meeting of the Board of Trustees was called for 28 January 1966 in Raleigh to act on President Friday's recommendation of Dr. Colvard for the chancellorship. When the meeting assembled in the hall of the House of Representatives, it did not have the required quorum of fifty-one members because of a severe ice storm that made travel dangerous. The highway patrol was sent out to bring in enough members to constitute the required quorum. About 2:00 P.M. one patrolman arrived with the late Reid Maynard from Burlington. One more vote was needed and ex-Governor Sanford, who was eligible to vote, was asked to come to the rescue of the board. When he arrived, the report of the Leath Committee was presented stressing the great service that Miss Bonnie Cone had rendered to the institution and the reasons the committee sought a distinguished person with a national reputation and successful experience as a college president. President Friday summarized Dr. Colvard's background as a native of North Carolina with an undergraduate degree from Berea College and graduate degrees from the University of Missouri and Purdue where he received a Ph.D. in 1950. He mentioned Dr. Colvard's long connection with North Carolina State University, his service in the work of many national educational organizations and learned societies, and the successful administration of his presidency at Mississippi State University, which had experienced phenomenal growth during the six years of his tenure.

Before Dr. and Mrs. Colvard were presented to the board, tribute was

paid to Miss Cone and it was announced that she was considering an invitation to join the administrative staff of the University at Charlotte as a vice chancellor.

Chancellor Colvard and Mrs. Colvard appeared. He made a short, concise statement that was received graciously by the board members, who were anxious to adjourn because of the inclement weather.

The University of North Carolina at Charlotte was launched on a mission that has resulted in its becoming one of the most successful new urban universities of this generation; however, it also was one of the principal factors in precipitating the controversy that wracked higher education in North Carolina for the next five years and led ultimately to the restructuring of public senior higher education under the Board of Governors.

A harbinger of the future was received by the Board of Higher Education and the General Assembly on 10 February 1965, when East Carolina College under the leadership of President Leo Jenkins and Chairman of the Board Robert Morgan requested that the institution be authorized to establish a two-year medical school. This was almost a month before the General Assembly approved the admission of Charlotte College to the Consolidated University. Obviously the leaders of East Carolina College who considered the Charlotte College bill a threat to their plans were staking out a claim for future expansion. This issue was a divisive subject for the next decade. The legislature, with little study and without asking the advice of the Board of Higher Education, authorized the two-year School of Medicine "contingent upon the development of a program which would 'meet the accreditation standards of the Council of Medical Education and the Association of Medical Schools and Colleges.'" It was stipulated that if this condition had not been met by 1 July 1967, and accreditation granted, the Board of Higher Education would be responsible for studying any further requests. They failed to get accreditation, and the issue did not become active again until 1969.

In the meantime, on 9 June 1965 the Western Carolina College Board of Trustees authorized the appointment of a faculty committee to study among other things "the general future course the institution should follow." It recommended that the Board of Trustees take steps toward the elevation of Western Carolina College "to the status of an autonomous regional university." On 8 December 1966 this became the official position of its board. Appalachian State Teachers College acted in the fall of 1966 and on 26 January 1967 transmitted to the Board of Higher Education a resolution requesting that the State Board of Higher Education "consider expanding Appalachian State Teachers College into a university either within or without the present Consolidated University of North Carolina."

The Board of Trustees of East Carolina College on 18 May 1966 adopted a resolution which requested "that the North Carolina Board of Higher Education study the desirability of elevating East Carolina College to independent university status and that a report of the results of this study be made available before the convening of the 1967 North Carolina General Assembly." An elaborate study was made by the Board of Higher Education with the assistance of an outside panel of nine consultants headed by Dr. Robert W. MacVicar, vice president for academic affairs, Southern Illinois University, as chairman. The board reported on 15 March 1967, that "there be no fundamental change in the structure of the existing system of higher education in North Carolina at this time." It was further suggested that any need for changes in structure be included in the Long Range Planning Study of the board, which was scheduled for completion in August 1968. The need for strengthening the existing master's degree programs with reference to faculty, students, curriculum, library resources, and research, as recommended by the consultants, was pointed out.

It was evident from these actions on the part of the three colleges that it would be difficult to postpone political action and, contrary to the advice of the Board of Higher Education, the legislature of 1967 designated East Carolina College, Western Carolina College, Appalachian State College, and North Carolina Agricultural and Technical College regional universities.

Asheville-Biltmore and Wilmington Colleges did not lose interest in becoming campuses of the Consolidated University when their requests were postponed nor did they stand still. Each became a four-year senior college by action of the General Assembly of 1963 and proceeded with the financial support of the state to develop attractive new campuses. Both were recognized as fully accredited senior colleges by the Southern Association of Colleges and Schools at the earliest possible date after graduating their first classes. From time to time, they raised the question of becoming campuses of the university. In 1968 the Board of Trustees consulted President Friday before appointing Dr. William H. Wagoner president of Wilmington College. Early in 1968, Governor Moore, chairman of the Board of Trustees, appointed a special committee of seven members with Mr. J. A. Prevost as chairman to explore the possibility of some affiliation or relationship between the colleges and the university and to recommend whether a formal study should be authorized. Both campuses were visited by the special committee and it recommended to the Board of Trustees on 27 May 1968, that a study be made. The special committee was designated to conduct it. President Friday named Vice President A. K. King as the staff member to assist with the study.

Approximately the same procedure was followed in this study as had

guided the Charlotte College study. It continued through the summer and was completed on 10 October 1968 and circulated among the Board of Trustees. On 7 December 1968 the Board of Trustees of the University of North Carolina received and made public the report of the Prevost Committee and adopted resolutions "to make Asheville-Biltmore College and Wilmington College campuses of The University of North Carolina" and to designate them, respectively, the University of North Carolina at Asheville and the University of North Carolina at Wilmington. The committee report stated that the information presented in the report pointed to the following conclusions:

1. Sufficient facilities for advanced graduate and professional programs either are provided on existing campuses of the University or are scheduled to be activated during the next decade.
2. There is a serious shortage of graduates of superior undergraduate institutions in North Carolina. A solution to this problem would be facilitated by the proposed merger of the University with the undergraduate colleges located in the major growth areas of Asheville and Wilmington. Such a merger would extend the resources of the University to cities in which there is a long-range potential for developing campuses that would be attractive to students from all parts of the State. These campuses would appeal to students who prefer institutions of moderate size and with a less traditional and more experimental approach to undergraduate education. The experience and resources of the University could be devoted to developing superior programs in the liberal arts and sciences on the new campuses. Furthermore, they would provide centers for carrying on the many services and interinstitutional cooperative programs of the University that currently are not available to these areas of the State.
3. Information concerning the economic, social, educational, and cultural resources of the Asheville metropolitan area and its surrounding hinterland indicates that it needs better higher education facilities and that it would be an appropriate place to locate a campus of the University.
4. Similar information concerning the needs and services available in the Wilmington metropolitan area indicates that it needs better higher education facilities and that it would likewise be an appropriate area in which to locate a University campus.
5. Asheville-Biltmore College would be a satisfactory nucleus around which to organize an undergraduate campus of the University, and

it would contribute valuable resources to the development of a superior undergraduate University campus in the years ahead. Its location and physical facilities are well-suited to this purpose. The institution has no strong traditions or long-standing practices that would make a merger difficult.

6. Wilmington College would be a satisfactory nucleus around which to organize an undergraduate campus of the University, and it would contribute many sound assets to the undertaking. The location and physical facilities are well-suited to this purpose. Since it is also a young institution without strong traditions and long-standing practices, the goal of establishing a superior undergraduate college within the framework of the University could be achieved in a reasonably short period of time.

In the course of the study and the deliberations of the committee there was much discussion concerning the names that would be given to the two and the functions that would be assigned to them. Some members of the committee thought that they should be called colleges of the University of North Carolina. Others opposed any designation that might indicate that they were not full partners with the other four campuses. When the action of the board was referred to the Board of Higher Education for its recommendation, it was made clear that their primary role would be that of undergraduate colleges and that the Board of Trustees of the university did not intend to make them research universities for granting advanced degrees.

The Board of Higher Education appointed a committee to study the report and make recommendations to the 1969 session of the legislature. The committee was constituted on 13 December 1968 and was headed by Mr. J. P. Huskins of Statesville. It made a recommendation to the Board of Higher Education on 7 March 1969. It pointed out that the board had recently completed a major study of higher education in North Carolina, which had been participated in by all of the colleges and universities and that no mention of further expansion of the University of North Carolina was made during the course of the study. By the time the study was completed, a new Governor, Robert W. Scott, had taken office, and it was becoming obvious that he was eager to join the fray that was emerging in higher education in North Carolina.

The study of the Board of Higher Education argued both sides of the question making the two institutions campuses of the university with ambivalent logic. The real purpose of their study appeared to be that of advocating the need for a plan of organization for higher education in the state. The board suggested three alternatives: one, strengthening the Board of Higher Education; two, abolishing it and substituting a new

board; and, three, bringing all of the institutions under the Consolidated University. It did call on the other institutions outside of the university to give their opinions on the recommendation for expansion. President Alex Pow of Western Carolina College delivered an acerbic statement in opposition to the proposition and suggested that Asheville-Biltmore College be merged with Western Carolina College, or, if that were infeasible, that they have a close affiliation. Appalachian, under the leadership of President Plemmons, gave a dignified but firm objection to the proposal. It was favored by the School of the Arts, and Pembroke State College also endorsed the proposal. No other institutions responded to the request. In the end, the Board of Higher Education approved the establishment of the two additional campuses of the University of North Carolina, and it made several conditional recommendations: one, that they be primarily undergraduate institutions; two, that each of the campuses "be encouraged in the pursuit of academic excellence through innovation and experimentation"; and, three, that their role and scope be restudied in 1975. The report also insisted that the General Assembly "at an appropriate time, consider the need, made more urgent by this action, to create a Statewide agency with clearly defined authority to plan and coordinate higher education."

Changes in the status of colleges were coming so fast and recklessly that there was little opposition to the expansion in the General Assembly. The admission of Wilmington and Asheville-Biltmore campuses to the university was approved on 24 April, and they became the fifth and sixth campuses of the university on 1 July 1969.

President William E. Highsmith became chancellor of the University of North Carolina at Asheville when it entered the university. He was a native of Texas and attended Phillips University, the University of Texas, and Southeastern University. He received his Ph.D. in History from Louisiana State University. During World War II he served in the United States Army Air Forces. Dr. Highsmith had been a member of the faculties of the University of Arkansas, Louisiana State University, and the University of Alabama. Before coming to Asheville-Biltmore College as its president in 1962, he was dean of the faculty at Jacksonville University. When Asheville-Biltmore College became a four-year institution, it received a special mandate from the Board of Higher Education to develop a small liberal arts institution of superior quality. President Pow of Western Carolina University was very much opposed to any development in Asheville that might compete with extension programs that his institution was operating from a center that had been established in a building on the grounds of Oteen Hospital. Dr. Highsmith carried out the plan to establish a liberal arts institution and collected around him a small, well-

qualified faculty. They attracted a modest enrollment of better-than-average students from Buncombe and surrounding counties. It soon became evident that the university at Asheville would have to make an effort to meet the needs of the community in which it was located. This would conflict with the original purpose of the institution and with the desires of the faculty who served the institution. Dr. Highsmith found it extremely difficult to reverse the tide and add other purposes and functions to his mission. Competition between Asheville and Western Carolina became a source of irritation and impeded the development of Asheville for a number of years.

President William H. Wagoner of Wilmington College assumed the chancellorship of that institution on 1 July 1969. He was a native of Washington, North Carolina, and received A.B. and M.A. degrees from Wake Forest College and the Ph.D. in educational administration with a minor in political science from the university at Chapel Hill. He had served in the United States Navy during World War II and had come up through the public schools as a teacher, principal, and superintendent. At the time of his election to the presidency of Wilmington College in 1968, he was superintendent of Wilmington-New Hanover County public schools. His predecessor, President William Madison Randall, a linguistics scholar, had planned carefully for the future development of the institution, and Chancellor Wagoner was not handicapped by any preconceived idea as to the function of the institution. It developed rapidly and was soon on the way to becoming a comprehensive-type university.

The *News and Observer* of 15 December 1968 remarked, "Like an iceberg, the plan to convert Asheville-Biltmore College and Wilmington College into the fifth and sixth campuses of the Consolidated University of North Carolina shows above the surface only a sample of what lies beneath." This description was borne out by the action of the 1969 session of the General Assembly. "With a minimum of controversy and a maximum of speed," the General Assembly, which ignored the recommendations of the Board of Higher Education, completely changed the scope of higher education. The five remaining public colleges were all designated regional universities. The Consolidated University was expanded to include six institutions. The nine regional universities were given the authority to seek permission to offer doctoral programs from the Board of Higher Education after 1972. The Board of Higher Education itself was reorganized to include six powerful chairmen of legislative committees with the governor as chairman.

In previous sessions of the General Assembly there had been spirited debate over higher education, but in the 1969 session debate was at a minimum. It was reported in the press that one senator, when asked how

he intended to vote, stated, "I'm going to vote to make Elizabeth City State, Fayetteville State and Winston-Salem State Colleges into regional universities. Then things will be in such a mess we will have to do something to remedy the situation." In addition to these three institutions, Pembroke State and North Carolina Central College were also added to the list of regional universities. The 1963 allocation of doctoral programs to the Consolidated University no longer gave its institutions a monopoly. With East Carolina University leading the way under President Leo Jenkins, they had all won the right to seek doctoral programs after 1972. A wag designated the regional institutions along with those recently added to the Consolidated University, "instant universities."

Another startling development, a medical school for East Carolina University, also made its way through the General Assembly without much consideration. Previous sessions had held heated debates on this issue; however, East Carolina University received \$375,000 to develop a curriculum and plan for a two-year medical school with little debate. The Board of Higher Education had reservations about two-year medical schools and had recommended that resources be concentrated on the medical school at Chapel Hill, at least until 1975.

The Board of Higher Education did gain one advantage. It was reported that the director of the board, Dr. Cameron West, encouraged Governor Robert Scott to seek the chairmanship of the board to give it at least a counterweight to the Board of Trustees of the Consolidated University. It was not long before this change began to bear fruit.

East Carolina University proceeded to plan for a two-year medical school as was authorized by the General Assembly of 1969, and on 23 September 1970 it applied to the Board of Higher Education for approval of a two-year program leading to the degree of Master of Medical Science. The board requested its Educational Program Committee to study the East Carolina proposal and, when it became available, a report of the Liaison Committee of the American Medical Association and the Association of American Medical Colleges concerning the evaluation by that committee of East Carolina's readiness for provisional accreditation to undertake a two-year program.

The report of the Liaison Committee was received in February 1971 and the basic recommendation was as follows: ". . . after examining all the available evidence, including the report of its survey team on the visit of October 11-13, 1970 and reports of earlier consultations, [the committee] is of the opinion that the state of development of the medical education program of East Carolina University does not justify provisional accreditation to accept an entering class of 1971."

This Liaison Committee made some favorable comments on the educa-

tional program of East Carolina University and others that were less favorable. It pointed out especially the need to have definite arrangements for the transfer of graduates of its proposed program to a four-year medical school.

The Board of Higher Education made numerous recommendations regarding the most effective way of expanding medical education in North Carolina and meeting the urgent need for additional physicians. Among the recommendations was the suggestion that the 1971 General Assembly appropriate funds for planning and initiating a program of first-year medical education at East Carolina University during the next biennium in cooperation with the School of Medicine of the University of North Carolina. This bizarre scheme pleased neither East Carolina nor the medical school at Chapel Hill. It was difficult to understand why a one-year program would be any more logical or effective than a two-year program. The board gave the somewhat lame explanation that "the present facilities at East Carolina University are adequate for a one-year medical educational program." It was suggested that the program could operate as part of the School of Allied Health Science that had resulted as a sort of consolation prize when East Carolina made its first drive for a medical school. The result of this recommendation will be discussed in greater detail when the controversy over the medical school is treated hereafter.

It is evident from the discussion of the haphazard changes that occurred in higher education in North Carolina after 1965 that the issue of how to organize higher education was moving toward some kind of denouement that would alter the consolidation structure that had been adopted in 1931 and redefined in 1963. North Carolina at this juncture had the Consolidated University with six campuses, two of which had emerged as major research universities with the one at Chapel Hill highly acclaimed on a national basis. There were nine regional universities, five of which were predominantly and historically black institutions and four predominantly white institutions, one of which had its roots in the traditions of the Lumbee Indians. In addition to these fifteen institutions, there was a conservatory-type institution at Winston-Salem, the North Carolina School of the Arts, which had been established during the Sanford administration under controversial circumstances. All of the institutions that did not offer the doctorate, except the School of the Arts, had vague yearnings to give that degree. East Carolina was making a determined drive with the support of the Eastern political establishment to organize a four-year medical school. Most of the nine institutions outside of the Consolidated University had evolved from normal schools to teachers' colleges and were blossoming into general-purpose institutions. All of the institutions had experienced growing pains over the previous twenty years, stimu-

lated first by the G.I. Bill and driven furiously in the 1960s by the great increase in the birthrate following World War II.

These institutions all had their political constituencies and, with the exception of the Consolidated University, which represented six institutions, they all went to the legislature for the support that was necessary for their existence. They had rival and competing objectives. They looked upon the Consolidated University as the favored institution, which received special treatment from the legislature.

In 1955 the Board of Higher Education was authorized by the legislature with the hope and expectation that it could bring some order into what then was beginning to appear as the competing ambitions of these institutions. The board proved no match in its infancy for the Board of Trustees of the Consolidated University and experienced difficulty in avoiding being abolished. Its powers were diminished, and it made a second attempt. This time it was overshadowed by the work of the Carlyle Commission, which greatly strengthened the legal position of the Consolidated University. It also proved ineffective in dealing with the speaker-ban issue. Under political pressure, it was reorganized and given a new membership and new leadership. This time the Board of Higher Education received sufficient support from the legislature to employ staff and begin the process of long range planning; however, before it could complete the planning process, the expansion of the Consolidated University and the ambitions of East Carolina University had provided the fuel for legislative interference, without regard to the plans or advice of the Board of Higher Education, that led to the chaos of 1969. Once again, the Board of Higher Education tried to attain the prestige and authority essential for bringing order out of chaos. The legislature added six new members to the board, all of whom were heads of powerful legislative committees, and also made the governor chairman of the board. By this time it was agreed by both friends and foes of the various institutions that something would have to be done.

Before going into the great political battle over restructuring, there are a few other developments that need to be reviewed in order to appreciate the significant contributions of the Consolidated University, many of which later came to be embodied in the restructured university.

During the period 1956 to 1971, enrollment in the Consolidated University increased about 320 percent from 14,800 to 47,339. The university at Chapel Hill increased from 6,971 to 19,160 and enrollment in the Division of Health Affairs more than doubled. North Carolina State University grew from 5,505 to 13,483. Its growth was particularly rapid in the eight-year period following the change in scope and function that was assigned to the institution in 1963. The university at Greensboro increased

from 2,324 to 6,983. Almost half of this increase occurred after the change to university status in 1963. Greensboro was still predominantly a women's institution since it enrolled only 1,700 men and many of these were part-time students who enrolled for graduate courses in teacher education. The newer institutions—Asheville, Charlotte and Wilmington—had a combined enrollment about equal to that of the university at Greensboro. Not only did the university expand in enrollment, but it experienced a phenomenal growth in its curriculum. In 1968 programs of instruction at the bachelor's level were offered in 111 fields, at the master's in 115 fields, and at the doctoral in 82 fields. Many of these were in new fields related to the health professions. Others were in such recently developed areas as nuclear science, computer science, and newly developed areas of biology and the physical sciences. Virtually every academic field offered by American universities with the exception of theology was represented in the curriculum of one or more of the constituent institutions. North Carolina State University took advantage of the change in its status in 1963 to add many subjects in the liberal arts with some at the master's level. It also experienced a rapid expansion of Ph.D. programs in the fields of science, mathematics, and engineering. There was some criticism of the rapid growth of enrollment and degree programs in the liberal arts at North Carolina State.

There was also a tremendous increase in the faculties of the constituent institutions of the Consolidated University. For example, in the fall of 1957, the combined total full-time faculty of the Division of Health Affairs and the Division of Academic Affairs at Chapel Hill was 668. By the fall of 1971, this figure had increased to 1,814. Comparable growth in faculty occurred throughout the Consolidated University.

The increase in state-appropriated funds for the academic programs in the Consolidated University was even more dramatic. In 1955-56, the total General Fund appropriations for current operations of the Consolidated University for all purposes amounted to \$14,839,848. The comparable figure for 1966-67 was \$48,171,724. By 1970-71, this figure exceeded \$84,000,000.

The Battle over Restructuring

THE five years that followed the report of the Committee of Senior Faculty Members were eventful ones for the Consolidated University. Its offices were moved into a new headquarters building on Raleigh Road in Chapel Hill about a mile from the campus, on 13 May 1971. The three new campuses at Charlotte, Wilmington, and Asheville were brought fully into the organization of the university. A major long-range planning study was made in cooperation with the Board of Higher Education. Many new problems arose, generated by rapid expansion, and on the national as well as the state level, the university gave leadership in helping to shape a new era in higher education.

During this period President Friday served on numerous national educational boards and commissions. He was a member of the Carnegie Commission on the Future of Higher Education. He served on the President's Task Force on Education in 1966-67 and as chairman of the Executive Committee of the President's Commission on White House Fellows from 1965-68. In November 1970 he was elected chairman of the Board of Trustees of the Carnegie Foundation for the Advancement of Teaching, and in May 1971, he became president of the Association of American Universities, which was made up of the top forty-eight institutions of higher learning in the United States and Canada. He also was at one time vice-chairman of the Southern Regional Education Board, and he served as chairman of the Board of Directors of the American Council on Education. At the time when higher education in North Carolina was heading into a crisis, the Consolidated University was fortunate to have at its head one of the most highly respected university presidents in the nation.

When Governor Robert W. Scott assumed office in January 1969, he had already had experience as lieutenant governor since January 1965. During this period there had been many legislative changes in higher education including the change in the status of four regional universities, the East Carolina Medical School, the restructuring of the Board of Higher Education at the beginning of the Moore administration, and the extension of permission to the four new regional universities to offer the

doctoral degree after 1972. Lt. Gov. Scott is not on record as having objected to any of these changes. During his first year in office, the remaining five state colleges were given regional university status with the right to apply to offer the doctorate after 1972. He was not on record as opposing this final legislative excess that threw further confusion into the ranks of higher education. During Governor Scott's first legislative session, he had himself made chairman of the Board of Higher Education and was instrumental in adding six powerful committee chairmen from the House and the Senate to the board.

According to the governor's statement to the Board of Trustees of the Consolidated University on 22 February 1971, his assumption of the chairmanship of the Board of Higher Education "was the best move the Legislature made for higher education in the last session. Had this not occurred and thus enabled me to attend the Board of Higher Education meetings, there would have been no way for me, as Governor, to understand the intricacies of higher education in North Carolina. There would have been no way for me to have a competent overview of the total educational picture. There would have been no way for me to see what a mess we are in." There was wide agreement that higher education, due to the actions of the legislature over the past five years, had resulted in—as the governor called it—"a mess." In the election of 1970, the people of North Carolina had ratified a revision of the state constitution. It authorized some reorganization in state government that had to be completed by 1972. Governor Scott came to the conclusion that higher education needed restructuring and it was his hope that the leaders of Boards of Trustees and the Board of Higher Education would call for change. It was reported by the *Charlotte Observer* that Governor Scott, who was a strong backer of streamlined state government, faced the opposition of higher education leaders over a proposed amendment to limit the number of state agencies to twenty-five. These leaders were afraid that this would force the reorganization of higher education under a single system. Faced with this opposition, Governor Scott had promised not to propose such a reorganization.

The state was suddenly aroused when it learned that the governor on Sunday afternoon, 13 December 1970, had called together at the governor's mansion representatives of the Board of Higher Education and boards of trustees of all state-supported higher education institutions. About forty people attended the meeting. According to the *News and Observer* of 16 December, "those invited to the meeting were notified by telephone late Friday afternoon." Scott discussed problems in higher education and although he had no specific proposal in mind, he suggested the possibility of an overall state board which would govern the sixteen senior institutions. According to a confidential transcript that was made of

the meeting, Governor Scott opened with the statement: "This afternoon we will have one of the most important discussions on higher education to occur in this State in a long time. I have invited the Executive Committee of The University of North Carolina Board of Trustees, at least two representatives from the Trustees of each of the Regional Universities and members of the Board of Higher Education. No administrators are present. This is the business of trustees primarily."

He mentioned the many new factors in higher education, among them the regional universities, the community college system, the needs of private higher education, the expansion of the Consolidated University, the School of the Arts, and two governing boards—the Board of Higher Education and the trustees of the Consolidated University. In the course of his remarks, he mentioned the following alternatives: (1) do nothing; (2) absorb all institutions into the University of North Carolina; (3) further strengthen the Board of Higher Education; and (4): "we could create a new structure from the best of the Consolidated University and the Board of Higher Education. I don't mean something new above both of them, a super board. I don't mean another tier. I am talking about starting all over. Scrambling a new batch of eggs. Do away with the Board of Higher Education and the Consolidated University and create something new." He said that he was not going to the legislature and recommend a plan for the reorganization of higher education. He wanted their ideas and he speculated at some length on his own ideas. He mentioned that the University of North Carolina was a constitutional requirement. "So we might try the 'University of North Carolina System' to get around that requirement—to comply with that requirement."

Governor Scott stated: "It has taken me this long to really learn where we are at. Serving as Chairman of the Board of Higher Education and the UNC Board has enabled me to see both sides. I think this was good and I needed the overview which both jobs have given me. . . . I am asking you to consider the alternatives and I have suggested one which seems to me to be the way to go. There will be much screaming, wailing and gnashing of teeth. I don't want this anymore than you do but I won't back down. . . . Now I would like to hear some discussion and some questions." The reaction of those at the meeting was mixed although all agreed that there were problems. Mr. Victor Bryant made a long statement which is difficult to interpret. At the end of the statement he made the remark, "and then a dedicated subcommittee could be appointed to develop further thinking for the Governor and the General Assembly." This was what the governor had been listening for; and he asked Mr. Bryant to put his suggestion as a motion, and it was seconded. Eventually the motion passed and the governor had what he wanted—a suggestion from

a member of the executive committee of the Board of Trustees of the Consolidated University that would give him an opportunity to get a committee to consider his alternatives.

There was widespread editorial comment on the 13 December meeting. Some papers praised Governor Scott's willingness to tackle the problem, and others complained. On 18 December the *Greensboro Daily News* wrote an editorial ridiculing Scott's "new batch of scrambled eggs." It also criticized his insistence for immediate action, his statement that we don't need an outside study, "we know all the possible alternatives," and his exclusion of administrators from the meeting.

On 18 December Governor Scott met with the executive committee of the Board of Higher Education, which passed a resolution renewing its recommendation made in 1968 that "the General Assembly should create a single agency to plan and coordinate higher education."

Governor Scott met with the executive committee of the Board of Trustees of the Consolidated University on 29 December in a special session that had been called to discuss the problems of higher education. The governor stated that the purpose of the meeting was to discuss the question of restructuring higher education in the state. He expressed concern of the situation as it existed, and he said his purpose was to begin a dialogue which hopefully would result in a plan that would make the state-supported system a more efficient and better system for the youth of the state and all citizens generally. Following discussion, the executive committee went on record unanimously as "expressing to the Governor gratitude for his forthright position concerning higher education in North Carolina and pledging to him its cooperation and assistance in finding the best possible solution." Governor Scott appointed a Subcommittee on the Structure of Higher Education in North Carolina, composed of Mr. Victor S. Bryant, chairman, Mrs. John G. Burgwyn, Messrs. Ike F. Andrews, Archie K. Davis, Walter L. Smith, Thomas J. White, Jr., and George M. Wood. He indicated that he planned to name a similar subcommittee from the Board of Higher Education and representatives from boards of trustees of other senior public institutions.

Governor Scott met with university presidents and chancellors, the Advisory Committee of Public University Presidents to the Board of Higher Education, on 4 January 1971. There is no record available of what transpired at that meeting. In accordance with the Victor Bryant motion made at his 13 December meeting, Governor Scott announced the formation of "the Governor's Study Committee on Structure and Organization of Higher Education" on 8 January. This body consisted of Mr. Lindsey Warren, chairman, one person each from boards of trustees of nine public institutions and the School of the Arts, seven from

the Board of Trustees of the Consolidated University, and five from the Board of Higher Education. It was instructed to study higher education in North Carolina and propose changes for improving its organization. On 22 February, at the regular meeting of the Board of Trustees of the Consolidated University, Governor Scott read a statement in which he remarked that, "A halt must be called to the infighting, the maneuvering, the overlapping, the duplication that is all too prevalent in higher education in our State today. . . . The Board of Higher Education has been trying with only limited success to bring about some semblance of coordination. But it's been kind of like one referee in a ring with sixteen fighters—all going at the same time."

Mr. Victor Bryant had been instructed by the executive committee to make a statement. He gave a brief history of the Consolidated University and what it had accomplished. Mr. Bryant admitted that there was a problem, and he had no solution to offer at this point; and the Warren Committee which had met only three times had not come up with a solution. It was his opinion that the dedicated men and women of the Board of Trustees "can do a far better job of coordinating and administering the University's affairs than can some other group much less familiar with its affairs."

At the next regular session of the executive committee on 12 March, Mr. Bryant reported on the progress of the Warren Committee briefly. The study was continuing, he stated, "but no attempt has yet been made to come up with solutions."

Within the Warren Committee, there were two main groups. One favored the deconsolidation of the university and the establishment of a Board of Regents to govern higher education in North Carolina. The other favored its preservation with improvement in the authority of the Board of Higher Education. Mr. Warren, following a suggestion by Mr. Bryant and Mr. Paul Lucas, vice chairman of the Board of Higher Education, called on President Friday of the university and Dr. Cameron West, director of the Board of Higher Education, to draw up proposals for changing the powers of the Board of Higher Education.

In response to the Warren request, President Friday and Dr. West met on 31 March for preliminary discussion of the matter. On that and other occasions Dr. West made it clear that he favored structural changes in the State System of Higher Education; nevertheless, he indicated his willingness to respond to Chairman Warren's request on the premise that he and President Friday had been asked to assume for purposes of their discussions. With members of their respective staffs, President Friday and Dr. West spent most of 1 and 2 April working out proposals for changes in Article 16 of Chapter 116 of the General Statutes, which related to the

Board of Higher Education. They concerned themselves not only with the general principles involved but also with the actual rewriting of the provisions of Article 16. They completed their task on the afternoon of 2 April and at an evening meeting the same day attended by Mr. Bryant and Mr. Lucas, they delivered to Chairman Warren the results of their joint effort.

No mention was made in the press of the proposal that President Friday and Dr. West were working on, nor was any report made of it until the Warren Committee Report was published a month and a half later. Mr. Warren had announced on 29 March to the press, "I would expect that after our meeting next weekend, it should be pretty clear what direction is indicated for the further governance of higher education."

It was later disclosed that on 3 April the Warren Committee voted thirteen to six to adopt the Friday-West document with minor changes, thus rejecting structural change in the organization of higher education in favor of modifying the role of the Board of Higher Education.

There were three persons absent from the meeting, who were recorded as voting with the minority. This meant that, as of 3 April, the Study Committee had voted by thirteen to nine to reject any structural change in higher education and to adopt as its recommendation the rewritten version of Article 16 as modified by the committee. Mr. Warren agreed to draft a report setting forth the views then held by a majority of the committee.

A draft report was submitted to the Study Committee on 23 April; however, that report was never acted upon by the committee. At this meeting, the Regency Plan was introduced and the committee voted to reconsider its action of 3 April. On 8 May, the Regency Plan was adopted by a committee vote of thirteen to eight. According to an article in the *News and Observer* on 26 May, the Regency Plan was reintroduced by Messrs. Watts Hill, Jr., of the Board of Higher Education, W. C. Harris, a UNC trustee, and Wallace Hyde, who represented Western Carolina University. The following persons switched their votes from the Friday-West Plan on 3 April, which would have preserved the Consolidated University, to the Regency Plan on 23 April: Mr. Walter Smith, University of North Carolina trustee; Mr. Paul Lucas, Board of Higher Education; Dr. E. B. Turner, trustee of Fayetteville State University; and Mr. Sammie Chess, trustee of Winston-Salem State University. In addition, Dr. James Semans, trustee of the North Carolina School of the Arts, who voted with the majority on 3 April, abstained on 23 April.

According to one analysis, there were sharp disagreements on the committee. In the early stages, however, according to the *News and Observer*, "there was a wide agreement at one time of over seventeen to five in

favor of a basic change to set up a strong central board." "In a sense," said a spokesman, "the April 3 vote came as a surprise and the April 23 vote was simply a return to the basic majority outlook." It was reported on 8 May that the Warren Committee had voted thirteen to eight for the Regents Plan and that a Minority Report would be filed. The Committee Report was submitted to Governor Scott on 17 May 1971. It purported to combine the best features of the University of North Carolina and of the Board of Higher Education into one board and to insure through the board and the constitution of the staff "full representation of the points of view of all the institutions in the System."

The report recommended a thirteen-member governing board for each of the sixteen public institutions. The respective staffs of the General Administration of the University of North Carolina and of the Board of Higher Education would be merged into a new state planning and coordinating agency to be known as the University of North Carolina System. It was further recommended that a policy-setting Board of Regents composed of lay citizens representing all areas of the state should be created with one hundred members elected by the General Assembly in addition to several ex-officio members. The first board would be made up of persons from the current institutional boards and from the Board of Higher Education. The several institutional boards of trustees would hold the property and inherit the powers that had been accorded to the present trustees unless some of those powers were delegated to the Board of Regents. The University of North Carolina System would have as its major purposes those that were currently assigned to the Board of Higher Education: statewide planning and coordination of higher education. It would have stronger powers in the approval of new degree programs and in the review of budgets. The General Assembly would make appropriations directly to individual institutions. Each institution, including the six within the Consolidated University, would be headed by a president who would be elected by the institutional Board of Trustees and confirmed by the Board of Regents. The Board of Regents, it was recommended, should elect a chancellor of the University of North Carolina System who "shall be the principal executive officer of the board and shall perform such duties and exercise such powers as are specified by statute and as may be prescribed by the Board."

The result of this proposal would have been the deconsolidation of the university and an attempt to put a strong Board of Higher Education over the University of North Carolina System.

Eight members of the committee voted in the minority. All but two, Mr. George M. Wood and Mr. John S. Stewart, joined in endorsing the Minority Report. Those who signed the report were: Mrs. Mebane H. Burgwyn, Messrs. Ike F. Andrews, Victor S. Bryant, Archie K. Davis,

Clyde A. Shreve, and Thomas J. White, Jr. The Minority Report consisted of the draft of proposed statutory changes that had been proposed by President Friday and Dr. West with a few minor revisions. It had the objective of strengthening the Board of Higher Education without destroying the overall structure of higher education in North Carolina. This proposal was not revealed to the public until the publication of the report. On 31 May an addendum to the Minority Report was submitted to Governor Scott. It described in detail the origin of the report and the voting record of the members of the committee.

As early as 10 May the Speaker of the House, Mr. Phil Godwin, said that it was "too late in the session" for the General Assembly to consider a higher education reorganization bill, and "foreseeing so much controversy, I seriously doubt whether or not we can really give it the hearing and the consideration needed." Other legislators, hearing that the Warren Committee was badly split, had said the same thing—that the issue of restructuring would have to wait until 1973.

Mr. Bryant gave a full report to the executive committee on 14 May. He summarized the Warren Committee Majority Report and said that members of the committee who did not favor it could file a minority report. He asked the executive committee for advice and the committee approved a resolution to "declare its firm opposition to the Regency Plan supported by the majority and its firm endorsement of the position adhered to by the minority."

Governor Scott was determined to have the report considered by the General Assembly, and he announced on 18 May that in his opinion the assembly would have time to consider the higher education bill in spite of the claims of Speaker Godwin and others.

Speaking to the North Carolina and South Carolina Associated Press News Councils at Wrightsville Beach on 22 May, Governor Scott, in a spirited and somewhat undignified speech in which he "virtually disregarded his prepared text," said that educators were behaving "like kids." "It's comical. It's vicious. They've got an intelligence that's unbelievable—Bill Friday, Leo Jenkins, Cam West. . . . They are like kids. It's sickening. It really is." Governor Scott continued, "The President of the Consolidated University runs the campus at Chapel Hill. Make no mistake about that."

On 24 May, there was a regular meeting of the Board of Trustees, which transacted usual business. It received a report from the president and considered university physical development and went into the changed attitude of college students over the previous year. The board recessed until 28 May when it was announced that the Warren Committee Report had not yet been published.

Before the regular meeting of the board on 24 May, Governor Scott

held an informal and unofficial meeting with the executive committee of the Board of Trustees at which President Friday and other members of the staff of the General Administration were present in the Executive Committee Room of the General Administration Building, which had just been occupied on 13 May. This turned out to be a heated and acrimonious session at which the governor threatened the Consolidated University with budgetary reprisals if it continued to oppose his plan. The meeting was reported in the *News and Observer* the next day with some omissions. Governor Scott sternly warned the executive committee against mounting an all-out campaign opposing reorganization. He insisted that he had the votes both to push the Warren Plan through the legislature and to put the pinch on the university budget if the trustees resisted. With some heat he stated that he had a whole box full of green stamps to cash in, and he would use them on this issue. Mr. Victor Bryant, with righteous indignation, replied, "Governor, you use your green stamps and we will use ours and we will see who wins." At this juncture, the meeting broke off. Later Mr. Bryant, commenting on the refusal of the board and others to cave in to Governor Scott's demands, said that Scott's proposal "has done more to consolidate the Consolidated University than anything that ever happened."

In a speech lasting more than forty minutes, Governor Scott presented to the General Assembly on 25 May the recommendations of the Warren Commission: "For some time, we have been traveling a dangerously erratic course in public higher education in North Carolina. We are proceeding with all sail and no rudder. Wasteful and damaging forces are chipping away at the structure of our System. Disaster will follow unless it is righted, reinforced and redirected. Tomorrow will be too late."

He then made a scathing attack on those whom he considered responsible for the disorders and recommended that the General Assembly enact legislation that would implement the Majority Report. At the same time, he recommended that they reject the Minority Report, which he said "speaks from the heart. It deals in romanticism in things past that some wish to preserve." The only major changes Governor Scott made in the Majority Report were to shift the date of implementation from 1 July to 1 October and to reduce the number of regents from one hundred to forty-seven. The Warren Commission had recommended the larger number in an unsuccessful attempt to get the support of the Consolidated University.

The governor's speech created considerable excitement and legislators and educators started lining up for the battle to come. On 26 May, Governor Scott invited members of the House and Senate Committees on Higher Education to breakfast and began courting their votes. His aides

after the meeting thought that he had enough support to approve the plan in both committees.

The Board of Higher Education endorsed Governor Scott's plan by a vote of seventeen to two on 27 May and, on the same day, the North Carolina State University Alumni Association announced that it would remain neutral on the question because the association was divided. The alumni associations of the other institutions in the Consolidated University all came out against Governor Scott. In an ill-advised attempt to intimidate the associations, Representative Perry Martin, a strong Scott supporter, warned that the associations that lobbied against Governor Scott were in danger of losing their tax-exempt status. Also on 27 May, Governor Scott announced that he would not attend the meeting of the Board of Trustees of the Consolidated University scheduled for the next day even though he was chairman. Instead, he said he would spend the morning talking with legislators. "That's where the votes are," he remarked. Representative Perry Martin and Senator Russell Kirby introduced bills into the General Assembly on 28 May to carry out the Warren Commission Majority Report.

A lively battle was anticipated because forty-five of the one hundred and twenty members of the House and twenty-three of the fifty members of the Senate were alumni of the university at Chapel Hill. This was the date when the Board of Trustees of the university met to give further consideration to the problem of meeting the restructuring threat. Mr. Victor Bryant reported that the executive committee had firmly rejected the Scott plan. President Friday and Vice President Ferebee Taylor discussed in detail the statutory changes suggested by the Warren Committee Minority Report, which would have strengthened the Board of Higher Education. Mr. William A. Dees, Jr., then offered a resolution, "that this Board favors the proposed improvement in the effectiveness of the Board of Higher Education as recommended in the Minority Report . . . that this Board opposes the proposed Regency Plan . . . that in the judgment of this Board, the Consolidated University . . . should not be dismantled without more objective and impartial study of the matter than has taken place to date . . . and that the Board authorize a committee to take actions to prove the Board's view." The resolution was adopted unanimously.

During the first week in June, the University of North Carolina Trustees rented a five-room suite in the Hilton Inn in Raleigh to serve as a command post for the upcoming legislative battle. Mr. Jacob H. Froelich, Jr., of High Point headed the group which was called "Friends of Education." Mr. Ralph Strayhorn of Durham was one of the chief lobbyists. By this time, both sides began to refer to the contest as a "holy war" and there was little mention of any possibility of compromise.

It is difficult to sort out all of the elements that generated this controversy. Since the days of the Dixie Classic episode, the name-change fight, the speaker-ban issue, and the campus tensions caused by student discontent and civil rights issues, pressure had been building. The governor was an ardent supporter of North Carolina State University and there was a rivalry between that institution and the university at Chapel Hill. As the Consolidated University began to expand, the former teachers colleges, which had become state colleges and then regional universities, became apprehensive that they might not achieve their coveted place in the system of higher education. There was a developing rivalry between the Consolidated University and the regional universities. The Board of Higher Education had also from time to time come into conflict with the Board of Trustees of the Consolidated University. There is no evidence that there was a conspiracy to deconsolidate the university but, at this particular juncture, the university did not have the support it had enjoyed a few years previously when the Carlyle Report was issued. Higher education had grown rapidly in enrollment and even more rapidly in expensiveness. It was easy to point out that it was illogical to have a consolidated board for six institutions and a coordinating Board of Higher Education to oversee both the six institutions in the university and the ten institutions outside of the university. Despite its many achievements, it was difficult to counter the argument that "if consolidation is good for six, why is it not good for sixteen?"

Alternate plans too numerous to mention were proposed by legislators. Three regional universities—Fayetteville State, Appalachian State, and Western Carolina—endorsed the Regency Plan. Senator Sam Ervin, breaking his long-standing resolution not to become involved in state issues, came out against the Regency Plan because it would cut away the freedom and liberties of the existing Boards of Trustees. At about this time, Governor Scott was asked how he thought his plan would fare in the legislature. He replied, "I have still got a lot of green stamps over there."

On 5 June 1971 the Consolidated University suffered in the death of Irving Carlyle, one of its staunch supporters. He was seized by a heart attack as he was preparing a speech for the General Assembly. Among his last words were, "the Consolidated University must not be destroyed."

Legislative hearings on Governor Scott's plan began with the appearance of Mr. Lindsey Warren before the Joint Higher Education Committee on 9 June. Warren supported Scott's plan but said that if the legislature became deadlocked, a compromise would be possible; for example, one giving more authority to the Board of Higher Education than was provided in the Minority Report.

An addendum to the Warren Committee's Minority Report had been prepared by Mr. Victor Bryant and submitted to Governor Scott and Mr. Warren on 31 May, restating the minority position in stronger terms than the original report. The fact that it had been prepared by President Friday and Dr. West was revealed. In transmitting the addendum, Mr. Bryant stated, "It is requested that this addendum be given the same distribution as was given to the earlier reports." Governor Scott did not pass it on to the legislators until 9 June. When asked by a reporter why he had not released it earlier, Governor Scott replied, "It wasn't my report." About the middle of June, Mr. Ike Andrews introduced what was by this time the University of North Carolina Plan—the Warren Minority Report—as he said, "Just for the record." There was, however, a slight indication at about this time that sentiment was moving toward something more in the nature of a true structural change. President Friday and Chancellor Caldwell both went on record as favoring a stronger regents system than Governor Scott's—one that would govern instead of just coordinating.

A new element entered the picture on 18 June when Senator John Burney who was managing the university campaign in the Senate announced that he had the signatures of twenty-eight out of the fifty senators for a bill that he introduced to postpone action until the 1973 General Assembly. This move, according to the press, came as a surprise. It hung over the proceedings for almost a month when Representative Ike Andrews, who was the chief of the university supporters in the House, announced that they would no longer push for the Burney Bill. It had become, as Representative Andrews said, "more a clash of personalities than it should be." He intimated that a similar bill calling for a two-year study might be introduced when a special session of the legislature assembled in October.

The idea of an overall governing board continued to gather support when on Monday, 21 June, Dr. Cameron West, director of the Board of Higher Education, publicly announced that he could support such a board. That night there was a meeting at the governor's mansion, where higher education and the legislature were discussed. Among those present were Governor Scott, Lt. Governor Taylor, Speaker Godwin, Mr. Lindsey Warren, President Friday, Dr. West, Senator Russell Kirby, Mr. Fred Mills, the governor's legislative liaison, and perhaps others. The meeting began about 9:30 and lasted until 1:30 Tuesday morning. It was clear that no compromise could be reached before the legislature would adjourn, and Governor Scott announced that he would ask the General Assembly to reconvene in the fall when he would push for a much stronger Board of Regents than had been proposed earlier. It was not yet decided how long the recess would be. Governor Scott wanted a short break, sixty

days or less, to give the University of North Carolina forces less time to work on the legislators. President Friday made it clear that he favored a governing board but would stick with the Board of Trustees in opposing restructuring.

On 28 June, Governor Scott's new plan for a strong governing board was introduced. It provided a twenty-five member board of trustees of "The University of North Carolina System" that would govern all sixteen institutions and prepare a single higher education budget for the General Assembly. He also proposed a thirteen-member board of trustees for each of the institutions. The executive committee of the Board of Trustees met on 9 July and instructed the Trustee Committee, which had been authorized to carry out its legislative program on restructuring, to take actions to promote the views of the board. Thus it was clear by this time that the governor and many responsible educational leaders were calling for a strong governing board. The executive committee, at least for the time being, was sticking with the plan to strengthen the Board of Higher Education.

The regular session of the General Assembly ended on 21 July. A week later, Governor Scott, at a news conference, said that he and the University of North Carolina people "are closer to agreement on principle than many people realize." Things were quiet for the next month but on 18 August the governor met with his allies for two hours to plan their October strategy. Afterwards he announced that he was confident that his basic plan, one overall board, would be passed in one form or another.

The University of North Carolina forces were also preparing for October. Mr. Froelich and Senator Burney were conducting meetings, trying to come up with alternative measures, and planning for two big meetings—one for members of the House and one for the Senate on the weekend of 17–18 September. On 8 September Governor Scott suggested that legislators who attended those meetings set up by his opponents were perhaps being disloyal to the Democratic Party.

Hearings by the General Assembly's House and Senate Committees on Higher Education began on 13 September. Governor Scott and his supporters argued that Mr. Froelich and Senator Burney should approach the committees with their suggestions and should not conduct meetings outside the proper channels.

President Terry Sanford of Duke University, appearing before the Joint Committee, offered his solution that the nine state-supported institutions outside of the Consolidated University should join the six UNC campuses under a one-hundred-member Board of Trustees with strong authority over budgets and programs. This was similar to a solution that President Friday had discussed with members of the Board of Trustees.

Dr. William B. Aycock, former chancellor of the university at Chapel Hill, proposed putting all sixteen institutions under a single planning and budgeting board but allowing each institution a separate board of trustees. This was essentially the plan that the governor had come to advocate.

On 18 September some university supporters among the senators meeting in Wrightsville Beach and representatives meeting in High Point unveiled a new plan that would strengthen the Board of Higher Education under a new name and open the door for other universities to enter the Consolidated University. Reception of this Burney-Andrews proposal, as it was called, was reportedly lukewarm to hostile. The main criticism was that it would not accomplish anything because the problems of budgeting, the system within a system, and other weaknesses would still exist.

On 23 September Mr. Lindsey Warren told the Joint Committee that he now favored going beyond the coordinating board—in his Commission's Report—to a governing board. Representative Perry Martin, chairman of the House Higher Education Committee, said that there was now a consensus in the legislature for a statewide governing board, and that he expected the bill his committee would soon draft would be accepted in October. An informal straw vote of the Joint Committee on Higher Education was overwhelmingly in favor of a strong central board over all state-supported universities.

About this time, Mr. George Watts Hill, one of the university trustee foes of restructuring, and Mr. Ike Andrews said that they could accept some form of Governor Scott's proposed statewide governing board for all state universities. But Mr. Victor Bryant continued to warn that if the legislature abolished the Administrative Offices of the Consolidated University, there would be a "holy war."

Many of the leading characters in the restructuring battle attended the UNC-NCSU football game in Raleigh on Saturday, 2 October. At a buffet luncheon, those representing both sides agreed that a solution was near. Governor Scott, a State College alumnus, told Mr. Jake Froelich, a Carolina alumnus, "I tell you the outcome of this game today is going to have a lot to do about restructuring." The *News and Observer* reported "that the two were being affable was a sign that the movement toward agreement on restructuring is now proceeding albeit slowly and cautiously." The next week Governor Scott announced that he was moving the next meeting of the Consolidated University Board of Trustees from 25 October to 18 October with a hope that a favorable vote there on restructuring would influence the legislature. Speaking to the University of North Carolina at Chapel Hill Faculty Club, Governor Scott said that the board would be asked "to take a more positive approach to solving the

restructuring issue." He warned that something must be done soon because the regional universities were getting ready for another drive to expand their graduate programs. The governor stated that "no one is out to get the University" and he confessed that he pled guilty to charges that some of his earlier speeches were "too abrasive, too abrupt."

President Friday held an informal meeting with a combined group made up of the executive committee and the Consolidated University Development Committee on 7 October. At this meeting a document entitled "Restructuring of Higher Education in North Carolina" was discussed and it was decided that this would be recommended as the policy of the Board of Trustees. He met later the same day with the Joint Higher Education Subcommittee, which was considering the matter, and informed it that he would ask the Consolidated University Board of Trustees to back a statewide governing board. He then presented his plan to the subcommittee suggesting that the new system be created by gradually merging the state's nine regional university boards with the one-hundred member Consolidated University Board over a period of two years. This body, he argued, could serve as a nucleus for a transition. The subcommittee apparently did not care for President Friday's plan, which differed from their own in several ways. He wanted a board of one hundred. The subcommittee wanted a board of thirty-two or thirty-three members. He wanted a gradual consolidation. The subcommittee wanted immediate consolidation. They also differed on budgeting procedures. The subcommittee would have the new board list separate requests for each campus in priority order which it was argued by some would lead to pressure and juggling in the legislature. President Friday wanted stronger budgetary control for the board with lump-sum requests if possible. Governor Scott appeared to agree with President Friday on budgetary control.

A special meeting of the executive committee with Governor Scott present was convened on 11 October. It received President Friday's recommendations that he had proposed to the subcommittee on 7 October and approved it in the following motion: "Be it resolved that the Executive Committee of the Board of Trustees of The University of North Carolina, having received the four-page document dated October 7 titled 'Restructuring of Higher Education in North Carolina,' hereby endorses the recommendations set forth therein, urges their support by the Board of Trustees, and advocates their adoption by the General Assembly." Governor Scott said that he was satisfied with this even though President Friday's plan and that of the legislative subcommittee differed on several major points.

At this point a campaign apparently began to bring pressure from the Consolidated University forces on the subcommittee to influence it to

write major new powers for the central board into the committee bill. The new version removed an earlier provision assigning statutory powers for local campus boards and provided instead that the central board would delegate authority to the local boards. This brought on a struggle with the regional universities. The subcommittee approved its bill on 14 October by a vote of 10-6. Among its provisions were the following: (1) on the composition of the central board, the bill provided for fifteen members from the Consolidated University Board, fifteen from the regional universities, two from the Board of Higher Education, and one from the North Carolina School of the Arts; (2) on budgeting, the board would submit a unified budget for all sixteen institutions, prepared after consultation with the local boards. The budget would spell out broad priorities for new spending by the legislature and would give the central board authority to change the priorities with the approval of the Advisory Budget Commission; and (3) the subcommittee also guaranteed minority race membership on the board, minority party membership, and representation by women.

According to the *News and Observer*, the guarantee of representation to Republicans was crucial in permitting the bill to pass. The two Republican members of the subcommittee would have voted against it without this guarantee of representation on the board. That would have caused a tie vote of 8-8 and with the tie breaker vote of Chairman Martin and Chairman Kirby, the bill would have favored the regional universities. The bill was sent on to the Joint Higher Education Committee of the General Assembly on 15 October where it was approved by a vote of 19-13. Among the members of the Joint Committee from the House, the vote was 8-7 against the bill. This was an indication of how it would be received when the legislature reconvened. The House Committee on Higher Education would at that time have some debate on the issue. The Senate Committee, on the other hand, would have no debate although there was the possibility of a floor fight.

Rumor had it that Governor Scott directed his forces on the Joint Committee to switch sides and support the regional universities in their fight for local board powers. It was said that he agreed to support the regional universities in return for the reinstatement of the post of "Senior Vice President," a position the supporters of the regional universities had knocked out of the bill when it was still in the subcommittee. It was understood that Governor Scott wanted this post for Dr. Cameron West. The regional universities supported the reinstatement of the position, but Governor Scott's forces failed to support the move for local board powers. Governor Scott denied that there had been any such arrangement.

The Board of Trustees of the Consolidated University convened in

Chapel Hill on 18 October. At the request of Governor Scott, Mr. Jake Froelich, who was the acting chairman of the Development Committee and who had been directing the lobbying activities of the university since the last meeting of the board, described the special efforts given by trustees—Mrs. A. H. Lathrop, Mrs. Howard Holderness, Mrs. Elise Wilson, Messrs. Ike F. Andrews, John A. Tate, George Ragsdale, Robert B. Jordan III, William L. Hill, William Dees, Jr., and John Jordan, Jr., assisted by Billy Harrison of Rocky Mount, Ralph Strayhorn of Durham, and many others. Mr. Ike Andrews commented on the shift that developed during the spring and summer from support for a coordinating board to support for some form of governance system. This influenced the committee in developing the position set forth in the paper on restructuring of higher education in North Carolina. Senator George Wood, a member of the Joint Committee on Higher Education, explained in some detail the bill that would be presented to the General Assembly and urged the board to support it.

President Friday reviewed the considerations being discussed and pointed out that there were a number of points that had to be resolved in making a decision in favor of the bill. He was concerned about the following questions:

Was it to be a management enterprise?

Was long-range planning to be a function?

What about program control?

What about budget control?

Personnel—who appoints and how are they to be appointed?

What structure will make it go?

What is the best method of merger?

The governance itself—that is, the *Code*?

Local boards—what about them, manner of selection and powers?

Mr. Friday restated the arguments that he had presented to the Joint Higher Education Subcommittee on 7 October.

Governor Scott stated that the best way to accomplish the desired end is a matter of opinion and said, "It is my opinion that whatever is done can be made to work." He thought it would depend on the leadership. When the issue was opened for discussion, Mr. Victor Bryant reiterated in an extensive statement that "The University of North Carolina should not be deconsolidated." Mr. George Watts Hill introduced a resolution that mentioned the elements of the restructuring bill of the Joint Subcommittee which were opposed by the supporters of the university and reiterated the strong opposition of the Board of Trustees. The resolution approved the bringing of "higher education under a single governing structure" as

advocated in the paper dated 7 October. It also created a Special Committee on Restructuring, consisting of Messrs. Ike F. Andrews, Jake Froelich, Jr., William A. Johnson, Robert B. Jordan III, and Mrs. George D. Wilson, to act on behalf of the board and to "do such things as they consider in the best interest of the University with respect to the matter of restructuring higher education in North Carolina." Mrs. Lathrop seconded the Hill motion. Mr. Cary C. Boshamer spoke in favor of the resolution. Mr. William L. Hill made a substitute motion that would go back to the Minority Report of the Warren Commission, which was defeated.

Mr. Charles W. Bradshaw made a substitute motion that the Board of Trustees endorse the Joint Committee on Higher Education bill. The motion failed and the motion made by Mr. George Watts Hill was put to a vote and carried.

The State Board of Higher Education, at its meeting on 21 October, voted 9-4 in favor of the legislative bill. Governor Scott announced that he had pledges of support from sixty-five of 120 representatives and twenty-eight of fifty senators.

On 25 October several thousand black students from the traditionally black institutions marched up Fayetteville Street and gathered on the capitol grounds to protest the restructuring plan, which they avowed would "destroy" the black institutions.

The General Assembly finally reconvened on Tuesday, 26 October 1971. In the House Committee on Higher Education there was opposition to the Joint Committee's bill from both the Consolidated University and the regional universities. The University of North Carolina amendment to increase the board to one hundred members and to keep the university board intact was defeated 13-9. The proposal of the regional universities to provide statutory powers for the local boards was rejected by a voice vote. The bill was out of the Higher Education Committee within four hours. In the Senate committee, the bill was approved without debate. The University of North Carolina supporters claimed that they were saving themselves for a floor fight. On Wednesday the House tentatively approved the bill by a vote of 74-39. In the Senate, the University of North Carolina amendment was defeated by a vote of 27-21.

After the adoption of the Joint Senate and House Committee plan on 15 October 1971, it was clear to those who studied the bill carefully that it had a disturbing flaw. The bill presented to the General Assembly provided for two interruptions of governing board responsibility and authority; first on 30 June 1972, and again on 30 June 1973. On the latter date there would also be an interruption in the continuity of all the local boards. The strongest appeal of the Allen-Stevens amendment providing

for a large board, which was supported by the Consolidated University group, was that it avoided this dual interruption in the continuity of governing authority.

Mr. John L. Sanders, director of the Institute of Government of the University of North Carolina at Chapel Hill, was a witness to most of the special session and an adviser to the various groups that were trying to draft amendments that would improve the committee substitute for H.B. 1456 (S.B. 893).

These substitutes were the bills that were officially before the legislature. Mr. Sanders kept a log of the events of 26–30 October 1971, which he later compiled into a memorandum and signed on 15 August 1972. Much of the account of the special session is based on his memorandum.

Early on the morning of 27 October, the day the Allen-Stevens amendments were to be voted on in the Senate, Mr. Sanders and Vice President A. K. King discussed the possibilities for adopting the amendments and concluded that they might be defeated. Dr. King suggested that Mr. Sanders prepare an amendment that would accomplish the following purposes: first, provide that the initial Board of Governors, as proposed in the committee substitute, be made permanent and, second, stagger the terms of the members of the board over several years and provide for their replacement, as terms expired, by legislative action.

Mr. Sanders worked on the idea and, when the Allen-Stevens Amendment to S.B. 893 failed by a vote of 21–27 in the Senate on 27 October and the Senate adjourned for the day, he talked with Senator Zeb Alley about extending the terms of the first Board of Governors. Senator Gordon Allen was brought into the conversation, and they suggested that Mr. Sanders prepare such an amendment. Vice President Ferebee Taylor of the university was present during the conversation.

They went to work on a draft of an amendment and were joined by Mr. Ralph Strayhorn, one of the university lobbyists, and Representatives Mac Smith, Sandy Harris, George Miller, and Jack Stevens.

After the group left for dinner, Vice President Taylor and Mr. Sanders continued to work on drafts of amendments to accomplish the following: first, to convert the interim Board of Governors into a permanent body; second, to transfer the power to appoint institutional boards of trustees from the governor to the General Assembly; and, third, to revise the statement of duties of the Board of Governors in its capacity as the Planning Committee.

Eventually the others returned, bringing with them Representative Lawrence Davis. After the group agreed on a draft, at about 3:00 A.M. on 28 October, Mr. Sanders put it in proper amendment form.

As drafted by Mr. Sanders, the amendment provided for a board of

governors of thirty-two members, sixteen chosen by and from the Board of Trustees of the University of North Carolina, and sixteen chosen by and from the boards of trustees of the other ten institutions. The method of selection and the allocation of members were stipulated. No members of the Board of Governors were allocated to the Board of Higher Education. The Governor was retained as chairman but only until 31 December 1972. This version was later offered to the House by Representative Mac Smith on 28 October, with minor changes, and adopted.

On 28 October Mr. Sanders saw Senator Allen, who had already talked with Senator Kirby about the amendment to change the Board of Governors into a permanent body and Senator Kirby had shown some interest. Senator Allen stated that the amendment prepared the night before would not be satisfactory since it omitted the Board of Higher Education. It was his opinion that the governor would not agree to that. He asked Mr. Sanders to revise the amendment so that the initial membership of the Board of Governors would be the same as in the committee substitute for H.B. 1456. Mr. Sanders complied with his request.

Senator Allen wanted a conference between the leadership of the university and the leadership of the legislature to see whether an agreement could be reached on the composition of the Board of Governors. President Friday was located and agreed to come to Raleigh for a conference at three-thirty in the afternoon. Senator Allen tried to get the support of Representative Horton Rountree to the Board of Governors amendment. Representative Rountree had just seen the text of the amendment before it was offered in the House and was displeased at the prospect of East Carolina University drawing lots with the other four institutions in its group for the initial seats on the Board of Governors. He was concerned that East Carolina might get the two short terms. In the version of the amendment that Senator Allen and Representative Rountree were considering, which provided for fifteen members from the Consolidated University, fifteen from the regional universities, and two from the Board of Higher Education, East Carolina had only two places. Representative Rountree suggested that the School of the Arts be given no representation on the initial board and that its seat be given to East Carolina University. Senator Allen agreed and instructed Mr. John Kennedy of the Board of Higher Education to prepare a revision of the amendment in accordance with Representative Rountree's suggestions. Representative Rountree returned to the House, which was already debating the Mac Smith version of the amendment making the Board of Governors permanent with sixteen members from the Consolidated University and sixteen from the remaining institutions.

President Friday called Senator Allen to let him know that he was ready

for the conference in the governor's office in the Administration Building. Senator Allen accompanied by Senators Kirby and McLendon and Dr. Cameron P. West went to the meeting. Senator Allen invited the governor's legislative counsel, Mr. Fred Mills, but he refused to go on the ground that he had instructions from the governor to make no more compromises and get the bill out. The group, which Mr. Sanders attended, met for 25-30 minutes. Senator Allen informed President Friday that he thought the amendment with Board of Higher Education representation, the 15-15-2 plan, could be adopted thus bringing the fight to an end with a more satisfactory bill than the original had been. Mr. Sanders summarized President Friday's response as follows:

Friday explained that he had tried to stay out of this controversy all along; that he had been abused by the press and by the University Trustees for not taking a position; that at considerable personal sacrifice, he had gotten the Trustees off dead center on the issue, so that they were now willing to accept some change; that all the strategic moves of the week—the amendments, etc.—were the work of the Trustees, not of himself; and that he had been willing to take the bill as it came out of the Subcommittee if that was what was required to bring an end to the fight, so that the job of putting the pieces back together could begin. He said that if this amendment would end the fight, he would support it and ask Froelich and others to do so.

After the conference broke up, Senator Allen met Mr. Froelich outside the Senate and was informed that the House had just adopted the 16-16 amendment by a vote of 63-50. He tried to persuade Senator Allen to introduce the same amendment in the Senate, but Senator Allen felt that he was bound to uphold his agreement with Representative Rountree to introduce the 15-15-2 plan. The senator departed abruptly in a disgruntled mood.

In the Senate with the bill on second reading, Senator Allen offered his amendment and Senator Kirby declared that the amendment was acceptable to him. It was adopted on a voice vote without opposition.

One of the principal objectives of the amendment had been to eliminate the governor's authority to appoint members of the Board of Governors. This had already been accomplished by an amendment offered by Senator Gudger earlier in the day. Senator Gudger also offered an amendment altering the mode of legislative election of the members of the Board of Governors, and it was quickly adopted on a voice vote. It provided that new members elected each biennium should be selected from a list of nominees, one-half of whom would be chosen by the Senate and one-half by the House.

The Senate then adopted the committee's substitute for S.B. 893 as amended on second reading by a vote of 35-11. The Senate recessed until six o'clock in the evening when it expected to receive the House Committee's substitute for H.B. 1456. From this point on, all action was based on the House bill since the House finished work on its bill first.

The House passed the committee's substitute for H.B. 1456 on the third reading by a vote of 75-30 at 5 P.M. on 28 October. It was sent to the Senate where the presiding officer referred the bill to the Senate Committee on Higher Education. Each of the House amendments was considered, accepted, or rejected, and the bill was approved as amended by the committee. The Senate Committee on Higher Education adopted the Senate 15-15-2 version of the Board of Governors amendment rather than the House 16-16 version and so recommended the bill to the Senate.

The Senate convened at eight o'clock that evening. Senator Kirby, now using the committee's substitute for H.B. 1456, reported it favorably as amended by the committee. The amendments were considered in order and after some debate the 15-15-2 amendment on the Board of Governors was adopted by a vote of 28-15. The 16-16 version was not considered by the Senate. The Consolidated University forces understood that they had an agreement that the Senate would accept this compromise; however, Governor Scott, Dr. West and their allies, with the support of the regional universities, were able to hold their forces steady on the 15-15-2 plan. When this plan was introduced in the Senate, it was reported that there were cries of "double-cross!" from university supporters. An amendment was then offered to provide for a temporary member from the School of the Arts on the Board of Governors to serve during 1972-73. This was adopted by a vote of 43-2 after an extended debate. Many recognized this amendment as the price of the support of the Republicans for the 15-15-2 plan. Senator Horton (R-Forsyth) was strongly interested in this change and brought several other Republicans with him on the earlier 28-15 vote. The Senate passed the amended House bill on second reading by a voice vote and on third reading by a roll call vote of 36-7 at about 8:15 P.M. and adjourned until the next day.

The House received its amended bill for concurrence in the Senate's amendments on Friday morning, 29 October. There was much discussion of several of the amendments and the House recessed to give time for further study, and Mr. Sanders, after there had been an agreement to combine three amendments, put them in the appropriate form. The difference between the combined amendment and the three that were rewritten into it related entirely to the election process.

The Senate recalled the amended House bill from the House at about three o'clock in the afternoon of 29 October and rescinded the votes by

which the bill had passed the second and third readings with the three amendments that had been merged into the larger amendment. The amendment was then offered and adopted. The bill passed its second reading on a voice vote and the third reading by a roll-call vote of 38-6. It was then dispatched to the House by a special messenger. The House received its amended bill for concurrence in the new Senate amendments and took it up at about 6:30 P.M. The bill, as amended, had substituted for the 16-16 plan for the Board of Governors that was in the House bill the plan allocating fifteen to the Consolidated University, fifteen to the nine regional universities, two to the Board of Higher Education, and one to the School of the Arts (15-15-2-1).

Representative Ike Andrews, in an impassioned speech opposing the amendment that the House was called on to accept, stated: "You're creating a system of higher education in which The University of North Carolina will have a minority voice. . . . I dare anyone to tell me why, in terms of history, in terms of accomplishment, in terms of excellence, this should happen."

Nevertheless, the House, after about an hour, on a roll-call vote, concurred in the amendment by a vote of 55-51.

The University of North Carolina forces, without pausing, mounted a determined floor campaign for another vote, and within thirty minutes had switched enough votes to deadlock the House on the reconsideration of the bill. Speaker Godwin broke the tie against reconsideration, and the House adjourned until next morning.

That night and early Saturday morning there was intensive lobbying by Mr. Jake Froelich and his team and by Dr. West and his forces from the Board of Higher Education and the regional universities. The devotees of the School of the Arts, led by Mrs. Mary Trent Semans and Mr. Hugh Cannon, joined ranks with the Consolidated University to assure that they received representation on the Board of Governors and not become a pawn for the regional universities. It was reported in the *News and Observer* that just after midnight Governor Scott talked to Representative Ike Andrews on the telephone and said, "No more talking, now we are going to count horses."

There were many stories of the strenuous efforts that had been made by both sides to get all of their votes there. Some representatives and senators who thought the action was all over were brought back from home. Others were encouraged to get up from their sick beds. The governor's men, it was reported, including the members of the Board of Parole, had been obvious in the Legislative Building during the morning of 30 October, working for votes.

The House convened on Saturday morning, 30 October, for the final

showdown. Representative Jim Ramsey moved to reconsider the vote by which the House failed to recall H.B. 1456 from the enrolling office. This motion was passed on a roll-call vote 55-54 at 10:00 A.M. It was followed immediately by a motion by Representative Stevens to recall H.B. 1456 from the enrolling office, which passed 56-54 on a roll-call vote at 10:06 A.M. Representative Mac Smith then moved to reconsider the vote by which Senate Amendment number 6 had been concurred in by the House, and this motion was adopted 58-52 on a roll-call vote at 10:15 A.M. Representative Soles then moved that the House not concur in Senate Amendment number 6 to House Bill 1456 and that conferees be appointed to meet with conferees on the part of the Senate to consider their differences. Representative Martin and others spoke for the motion, and it carried on a voice vote at 10:24 A.M.

The issue that had agitated the state for so many months had finally come to a climax. The first vote of 55-54 to recall the bill from the enrolling office was the crucial vote. Within less than a half hour after that motion, Representative Perry Martin, chairman of the House Higher Education Committee and the leader of the forces opposing the Consolidated University, made a speech supporting the appointment of conferees. Representative Martin later explained that the University of North Carolina forces had simply been more successful in their lobbying efforts. "Someone did their homework well last night," he stated. "I was run over by a train."

Governor Scott explained it this way, "I guess I must have dropped one of my green stamps and Ike Andrews picked it up."

One apologist for the governor, Mrs. Nancy Roberts, said the university forces won by "outwaiting Scott's forces and letting them go home." An analysis of the vote repudiates this explanation. There were two more votes in the House on Saturday than there were on Friday. The university forces apparently won not by outwaiting their opposition but by out-lobbying them.

After the vote to reconsider, the House and Senate Conference Committee met for two hours and amended the act to suit the University of North Carolina—sixteen members from the university and sixteen from the regional universities and the School of the Arts and two nonvoting members as a consolation for the Board of Higher Education ending in eighteen months. The House passed the amended bill by 106-3 and the Senate 40-0.

The final battle over the initial composition of the Board of Governors was no trivial matter. The restructuring act provided that the board would function as a planning committee with Governor Scott as its chairman from 1 January to 30 June 1972. Its action during this period would

chart the future course of the university. It would choose a president, merge the staff positions of the General Administration of the university and the Board of Higher Education, select a site for the headquarters of the board, and initiate policies for launching the new board on 1 July 1972. Furthermore, it would merge the two budgets.

The Consolidated University was battling for equal representation to protect the values and quality of the historic university and to prove to the regional universities that in union there could be strength. The regional universities were reacting to fear of being gobbled up by the Consolidated University. The Board of Higher Education had little to protect except the positions of its staff members. Governor Scott's position in history on restructuring was secure. He had learned a lot in the previous ten months. A far better structure had been forged than anyone had expected. He had every reason to be generous and agree to parity in representation for the Consolidated University, but he chose to make it a "horse race" and lost. He was never able to regain his momentum, and the new board led by the sixteen members from the old consolidated board soon began to follow an independent course.

House Bill 1456, ratified by the General Assembly on 30 October 1971, was a far cry from the Majority Report of the Warren Commission presented to Governor Scott on 17 May 1971, which he embraced in the beginning. It in effect had proposed the deconsolidation of the university; placing each of the sixteen senior public institutions under its own thirteen-member board (12 appointed by the governor and one, the student body president) with broad powers; and creating a 100-member board of regents elected by the General Assembly and presided over by the Governor to coordinate the University of North Carolina System. It would have been allocated little power over programs, less over budgets, and virtually none over personnel except that it would have had the power to approve presidents after they had been elected by the institutional boards. To comply with the state constitution, the Board of Trustees of the University of North Carolina was to be redesignated the Board of Regents of the University System.

Over the summer of 1971, as the issue was discussed and under the tutelage of such widely different personalities as President Friday and Dr. West, Governor Scott shifted his support to the concept of a strong governing board for all sixteen public senior institutions. The regional universities wanted their powers clearly set forth and guaranteed in a statute. The Consolidated University wanted its own strong governing board of 100 members into which the other ten would be merged, and if there were to be local boards, their powers to be delegated by the governing board. Dr. West and the Board of Higher Education wanted a strong and

smaller governing board on which some of its members would have votes and which would take care of their staff. Governor Scott was opposed to the 100-member board which he believed was dominated by the university at Chapel Hill. He preferred a new board but, in the face of demands from all the institutions, settled for an initial board drawn from the sixteen and the Board of Higher Education. The latter was to dilute the strength of the Consolidated University and provide the governor two swing votes. The General Assembly was determined to retain the power to appoint the board.

H.B. 1456 was a wise and skillfully drafted compromise. It replaced the 100-member Board of Trustees with a 32-member Board of Governors for the university without disturbing the University of North Carolina as a legal entity. All of the powers of both the 100-member board and the Board of Higher Education were transferred to the Board of Governors, and the Board of Higher Education was abolished. The regional universities retained their names and local boards and each of the six campuses of the Consolidated University was given a local board derived from the remaining members of the 100-member board after sixteen were selected for the initial Board of Governors; however, on 1 July 1973, all local boards were to be reconstituted with eight appointed by the Board of Governors and four by the state governor for staggered terms of two and four years. The student body president also was a member of the local board. These boards were given few statutory powers.

After the planning period and the first six months of operation under the Board of Governors, the governor of the state would be replaced as chairman on 1 January 1973 by a presiding officer elected from the membership of the board. Thereafter, the governor would no longer be involved in the internal operation of the university; however, he would appoint one-third of the local board members and exercise considerable influence on its policies as executive director of the state budget.

Two members of the Board of Higher Education could sit with the Board of Governors as nonvoting participants until 1 July 1973. They had the thankless task of talking but watching others decide. Provision was made for merging their staff with that of the General Administration of the Consolidated University.

The General Assembly retained its power over electing the governing board of the university; however, in providing for some lump sum appropriations and authority for the board to fix the salaries of nonclassified personnel, it did make significant concessions.

The restructuring act retained the Consolidated University titles "president" for the head of the university and "chancellor" for the heads of the constituent institutions and stipulated that the latter "shall exercise com-

plete executive authority therein, subject to the direction of the President." It provided for "all policies, rules and regulations" of the institutions to continue until modified. The merger of an institution into the University of North Carolina, it was stipulated, "shall not impair any term of office, appointment or employment of any personnel of the institutions." Evidence of the pervasive influence of the Consolidated University on the act was the directive that "As soon after July 1, 1972, as the Board can reasonably do so, it shall adopt for itself and all constituent institutions, a code based upon the code of the University of North Carolina."

The purpose of the restructuring of higher education in North Carolina was, according to Governor Scott, "to bring about better planning, coordination, and more effective program and budget control among" the senior public institutions in the state. When the decision was finally reached, this function was assigned to a powerful board initially selected from the institutional boards, but eight would be elected by the General Assembly every two years beginning in 1973 for terms of eight years with the requirement that at least one be from a minority race, one from the minority political party, and at least one be a woman. No member of the General Assembly, officer or employee of the state or of any constituent institution, or spouse of any of these could serve on the board. It could choose its own officers, its staff, its committee structure, and its procedures. It was checked only by the General Statutes and the vague consciousness that it was a creature of the General Assembly. The latter evidently wanted to lift higher education out of the morass of politics into which it had sunk during the previous decade and have decisions made on educational and not political grounds. Consequently, it clothed the Board of Governors with the following extensive powers:

1. *Planning*. "The Board of Governors shall plan and develop a coordinated system of higher education in North Carolina. To this end it shall govern the 16 constituent institutions. . . ."
2. *Governance*. "The Board shall be responsible for the general determination, control, supervision, management and governance of all affairs of the constituent institutions. For this purpose the Board may adopt such policies and regulations as it may deem wise. . . ."
3. *Allocation of functions*. "The Board shall determine the functions, educational activities and academic programs of the constituent institutions. The Board shall also determine the types of degrees to be awarded. The powers herein given to the Board shall not be restricted by any provision of law assigning specific functions or responsibilities to designated institutions, the powers herein given

superseding any such provisions of law. The Board, after adequate notice and after affording the institutional board of trustees an opportunity to be heard, shall have authority to withdraw approval of any existing program if it appears that the program is unproductive, excessively costly or unnecessarily duplicative."

4. *Personnel*. "The Board of Governors shall elect officers as provided in G.S. 116-14. Subject to the provisions of Section 18 of this Act, the Board shall also elect, on nomination of the President, the chancellor of each of the constituent institutions and fix his compensation. The President shall make his nomination from a list of not fewer than two names recommended by the institutional board of trustees.

The Board of Governors shall, on recommendation of the President and of the appropriate institutional chancellor, appoint and fix the compensation of all vice-chancellors, senior academic and administrative officers and persons having permanent tenure."

5. *New colleges*. "The Board shall approve the establishment of any new publicly-supported institution above the community college level."
6. *Tuition and fees*. "The Board shall set tuition and required fees at the institutions, not inconsistent with actions of the General Assembly."
7. *Enrollment levels*. "The Board shall set enrollment levels of the constituent institutions."
8. *Budget*.
 - "a. The Board of Governors shall develop, prepare and present to the Governor, the Advisory Budget Commission and the General Assembly a single, unified recommended budget for all of public senior higher education. The recommendations shall consist of requests in three general categories: (i) funds for the continuing operation of each constituent institution, (ii) funds for salary increases for employees exempt from the State Personnel Act and (iii) funds requested without reference to constituent institutions, itemized as to priority and covering such areas as new programs and activities, expansions of programs and activities, increases in enrollments, increases to accommodate internal shifts and categories of persons served, capital improvements, improvements in levels of operation and increases to remedy deficiencies, as well as other areas.

- b. Funds for the continuing operation of each constituent institution shall be appropriated directly to the institution. Funds for salary increases for employees exempt from the State Personnel Act shall be appropriated to the Board in a lump sum for allocation to the institutions. Funds for the third category in paragraph a. of this subdivision shall be appropriated to the Board in a lump sum. The Board shall allocate to the institutions any funds appropriated, said allocation to be made in accordance with the Board's schedule of priorities; provided, however, that when both the Board and the Advisory Budget Commission deem it to be in the best interest of the State, funds in the third category may be allocated, in whole or in part, for other items within the list of priorities or for items not included in the list.
 - c. The Advisory Budget Commission may, on recommendation of the Board, authorize transfer of appropriated funds from one institution to another to provide adjustments for over- or under-enrollment or may make any other adjustments among institutions that would provide for the orderly and efficient operation of the institutions."
- 9. *Data gathering.* "The Board shall collect and disseminate data concerning higher education in the State. To this end it shall work cooperatively with the Department of Community Colleges and shall seek the assistance of the private colleges and universities. It may prescribe for the constituent institutions such uniform reporting practices and policies as it may deem desirable."
 - 10. *Private colleges.* "The Board shall assess the contributions and needs of the private colleges and universities of the State and shall give advice and recommendations to the General Assembly to the end that the resources of these institutions may be utilized in the best interest of the State. . . ."
 - 11. *Advice and recommendations.* "The Board shall give advice and recommendations concerning higher education to the Governor, the General Assembly, the Advisory Budget Commission and the boards of trustees of the institutions."
 - 12. *Delegation of authority.* "The Board may delegate any part of its authority over the affairs of any institution to the board of trustees or, through the President, to the chancellor of the institution in any case where such delegation appears necessary or prudent to

enable the institution to function in a proper and expeditious manner. Any delegation of authority may be rescinded by the Board at any time in whole or in part."

13. *Powers not specifically given.* "The Board shall possess all powers not specifically given to institutional boards of trustees."

The board had a number of other powers and duties. It was given the same authority to acquire, manage, and dispose of property as the Board of Trustees of the university had possessed. The Board of Governors replaced the former trustees as the body authorized to issue self-liquidating bonds for capital construction on all of the campuses. It was responsible for the regulation of motor vehicles and traffic on all campuses. The power to grant and revoke licenses to operate private degree-granting institutions was transferred to the board from the Board of Higher Education. The same was true of the responsibility to administer programs of state aid to private colleges. In addition, the board was responsible for administering federal programs of aid to students or to institutions that were statewide and for the benefit of higher education except those that were exclusively for the community colleges. These and other powers, granted or implied, clothed the Board of Governors with what John Sanders, the principal authority on this subject, called with some understatement "ample powers to govern the public institutions of higher education."

In contrast to the Board of Governors, the boards of trustees of the sixteen constituent institutions were granted by statute few powers and duties. These are summed up, with one exception, in the following statement:

G.S. 116-33. *Powers and duties of the boards of trustees.* Each board of trustees shall promote the sound development of the institution within the functions prescribed for it, helping it to serve the State in a way that will complement the activities of the other institutions and aiding it to perform at a high level of excellence in every area of endeavor. Each board shall serve as advisor to the Board of Governors on matters pertaining to the institution and shall also serve as advisor to the chancellor concerning the management and development of the institution. The powers and duties of each board of trustees, not inconsistent with other provisions of this Article, shall be defined and delegated by the Board of Governors.

The exception related to the election of the chancellor. As pointed out above, the statute directed the Board of Governors to elect the chancellor of an institution "on nomination of the President." He was required to

make his nomination "from a list of not fewer than two names recommended by the institutional board of trustees." Some feared that this was a chink in an otherwise impregnable plan that could lead to controversy in the years ahead. Fortunately, it did not require the president to nominate from the first list that he received from a board of trustees.

Administrative Changes

AT the regular meeting of the Board of Trustees on 24 February 1964, President Friday discussed the staff of the consolidated office. If one considered what had transpired during the past seven years with respect to enrollment, the addition of new faculty, the expansion of budgets, the introduction of new educational programs, and the construction of many new buildings, the evidence of far-reaching change in the Consolidated University was clear.

Enrollment alone in the three institutions had expanded from over 14,000 students to 22,831. General-fund expenditures had increased from about \$14,800,000 to over \$33,400,000. This expansion had brought a strain on the staff of the Consolidated University. At that time, it consisted of the president, the vice president for graduate studies and research, vice president and finance officer (which position had been vacant since 1960), business officer and treasurer, and secretary of the university and the escheats officer. After the legislature of 1963 authorized the university to study the need for expanding the university to new campuses, President Friday recommended a reorganization of his staff which would include (1) changing the title of vice president for graduate studies and research to vice president for academic affairs; (2) dropping the title of vice president and finance officer, and adding vice president for administration; (3) adding another senior position, which had been authorized by the 1963 General Assembly, to be designated vice president for institutional studies; (4) deleting the position of secretary of the university; and (5) retaining the positions of business officer and treasurer and escheats officer. He recommended that Dr. Donald B. Anderson become vice president for academic affairs and be recognized as the senior staff officer in all academic matters—undergraduate, graduate, and professional. Next he recommended that Mr. Fred H. Weaver who had been secretary of the university be promoted to vice president for administration concerned with broad administrative duties, in addition to his responsibility for staff work for the Board of Trustees. Finally, he recommended that Dr. Arnold K. King be elected vice president for institutional studies. He was

the only one who had not been previously connected with the consolidated office. Dr. King had the bachelor's degree from the university at Chapel Hill and the master's and Ph.D. degrees from the University of Chicago. He was professor of the history and philosophy of education in the School of Education at Chapel Hill and had been associate dean of the Graduate School and director of the Summer Session, and he had considerable experience in the field of institutional research and planning as a member of Chancellor Aycock's staff.

These recommendations were all approved, and the administrative team was ready for the contemplated expansion of the university.

Another administrative change occurred during 1964. It was the retirement of Chancellor Aycock and the selection of his successor. Chancellor Aycock had made it known in July of the previous year that he desired to return to his professorship in the School of Law. For almost eight years Chancellor Aycock had been a tower of strength to the Consolidated University. His stand on freedom of the university, his effective reorganization of administrative procedures at Chapel Hill, especially in health affairs, his ability to secure improved financial support for the university, his activities in establishing distinguished professorships, his effective work in establishing a long-range plan for the university at Chapel Hill, and the contributions of his keen legal mind to the deliberations of the administration—all made him a difficult person to replace.

A great outpouring of editorials showed that the appreciation of his work was understood statewide. Every important daily paper in the state recognized his contributions with an editorial, all of which were complimentary.

A committee composed of seven members from the faculty, five from the alumni of the university, and five from the Board of Trustees was appointed to make nominations for a successor to Chancellor Aycock. The chairman of the committee was Mr. William Medford from the Board of Trustees. The committee surveyed the country and made its report to President Friday, who on 25 May 1964 placed Dr. Paul Frederick Sharpe in nomination for the chancellorship. Dr. Sharpe was president of Hiram College in Ohio. He was a native of Missouri, received his undergraduate degree from Phillips University at Enid, Oklahoma, then went to the University of Minnesota to pursue graduate study in history. He served as a Naval Officer during World War II and after the war received his Ph.D. from the University of Minnesota in 1947. He had been an instructor at the University of Minnesota, associate professor of history at Ohio State University and professor of history at the University at Wisconsin. Since July 1957 he had been president of Hiram College. Dr. Sharpe had an impressive record as a scholar and author. He had received many

awards and honors during his career. From the record it looked as if the university had found the ideal chancellor, and he was unanimously and enthusiastically elected by the board.

Chancellor Sharpe joined the university at Chapel Hill at the opening of the fall semester of 1964. He immediately undertook to reorganize the top administration of the university with an attempt to bring academic affairs and health affairs under one administration. Dr. J. Carlyle Sitterson, dean of the College of Arts and Sciences, was made vice chancellor of the university. Dr. Sharpe proved to be popular among students and staff during his first year. He threw himself into the speaker-ban controversy with some vigor. By the beginning of his second year, Chancellor Sharpe began to show signs of discontent. Some of his statements indicated that he was not happy in a multicampus organization where he was not the top executive. On 29 December 1965 President Friday asked him to explain his reasons for requesting to be released from the chancellorship in a special meeting of the executive committee of the Board of Trustees. It developed in the course of the conference that Chancellor Sharpe had long had an ambition to be president of Drake University, which had a connection with the Disciples of Christ, the church in which he had been raised. The president of Drake died shortly after Dr. Sharpe came to Chapel Hill, and the position had not been filled in the intervening fourteen months. He had been invited to accept the presidency. It was alleged by some that his discontent in a multicampus administration was exacerbated by his desire to go to Drake.

The executive committee of the board, with some hesitation and at the insistence of President Friday, who counseled generosity rather than harshness, released Chancellor Sharpe 15 February 1966 with accumulated leave.

President Friday recommended the appointment of Vice Chancellor J. Carlyle Sitterson as acting chancellor until a successor to Chancellor Sharpe could be chosen.

An advisory committee composed of members of the faculty went to work on 8 January 1966, searching for a replacement for Chancellor Sharpe. They held thirty meetings and considered numerous possibilities both inside and outside of the institution. Its report was mentioned at the meeting of the executive committee on 13 May, and a special meeting of the Board of Trustees was called for 23 May 1966. President Friday, on the recommendations of the advisory committee, presented the name of Dr. Joseph Carlyle Sitterson for the chancellorship. Dr. Sitterson had been serving with great effectiveness as acting chancellor. He had received his A.B., M.A., and Ph.D. from the university at Chapel Hill in history and had been a member of the faculty since 1935. He was a well-

known scholar in the field of American history and had written several books and numerous articles. His administrative experience covered a wide range of assignments. More recently he had been dean of the College of Arts and Sciences and of the General College, and he had been vice chancellor of the university since July 1965.

There was general elation with Dr. Sitterson's appointment to lead the university in the turbulent period of the late 60s complicated by the Speaker-Ban Law and the student unrest growing out of the civil rights revolution and the Vietnam War. Dr. Sitterson's mature experience and native roots were assets of great value in the years ahead. The recommendation was approved unanimously by the Board of Trustees.

Prior to the administrative changes at Chapel Hill, the University at Greensboro had been asked to contribute its chancellor to President Johnson's administration for a fourteen-month period as director of the Job Corps. Beginning in October 1964, the dean of the graduate school at Greensboro, Dr. James S. Ferguson, was asked to serve as acting chancellor in the absence of Chancellor Singletary. Dr. Ferguson picked up the work of changing the institution from a woman's college to a coeducational university with skill and effectiveness. Chancellor Singletary returned to the university in January 1966 and was present long enough to participate in some of the deliberations regarding the speaker-ban issue; however, his stay was short-lived and on 9 September he resigned to become vice president of the American Council on Education in Washington. Dr. Ferguson was called on once again to act as chancellor and a committee went to work to find a replacement for Dr. Singletary. On 9 January 1967 a special meeting of the Board of Trustees assembled in the hall of the House of Representatives in the state capitol building in Raleigh to select another chancellor. The committee reported that it had considered more than eighty names but "from the beginning there came a great mass of support for one individual from the faculty, the students, the alumnae and the public. There was an overwhelming demand for this one man." President Friday recommended their choice—Dr. James S. Ferguson, the acting chancellor. He was a native of Mississippi, a graduate of Millsaps College with a master's degree from Louisiana State University, a Ph.D. from the University of North Carolina at Chapel Hill, and a year as a postdoctoral scholar under a Ford Foundation grant at Yale University. He had a successful career in teaching and administration at Millsaps before joining the University at Greensboro in 1962 as dean of the graduate school and professor of history.

Chancellor Ferguson proved to be the ideal leader for the difficult job of converting the image of the institution. All who came under his influence respected him for his wise administration, sympathetic understanding, and modest genius.

President Friday found it necessary to make another major change in his own staff during the 60s. Dr. Donald B. Anderson, vice president for academic affairs, retired on 30 June 1966. He was replaced by Dr. William S. Wells, Kenan Professor of English in the university at Chapel Hill, who was elected on 23 May 1966 in a regular meeting of the Board of Trustees. Dr. Wells received the Ph.D. from Stanford University in 1935 and came to Chapel Hill in the same year as an instructor in English. He advanced through all of the professorial ranks to Kenan Professor of English, and he also had extensive administrative experience as an adviser in the General College, academic coordinator of the Navy V-12 program and dean of the College of Arts and Sciences. He had served on numerous committees and represented the university in many professional and scholarly societies. His nomination was received with enthusiasm and approved unanimously by the board.

At this same meeting, Miss Billie Curtis, who had long been the assistant secretary of the board and had been responsible for keeping the minutes of the board, resigned her position. The board went on record as expressing its "deepest sentiments of appreciation for her excellent work." The board found it reassuring that she would continue her connection with the university administration and that her knowledge and advice would be available.

As the university continued to grow in complexity during the period from 1965 to 1972, and as many problems of great consequence had to be dealt with, other changes in administrative personnel were necessary. The responsibility of informing the public about the activities of the constituent institutions and of the General Administration of the university became a daily problem, and in November 1966 President Friday added Mr. Rudolph Pate to the staff as assistant to the president. Mr. Pate had graduated from North Carolina State in 1943 and was the director of the news bureau at his alma mater for the next nineteen years. He became an associate director of the Southern Regional Education Board in Atlanta in 1962 and was in charge of public relations for that board before coming to Chapel Hill. He was thoroughly familiar with educational problems and with the kind of information that the public needed for an objective view of the university, and he established a public relations office that was respected by members of the press in North Carolina. When he was offered an important administrative post on the campus at North Carolina State University, he was released with reluctance. President Friday was fortunate to persuade Mr. Jay Jenkins, who was editor of the editorial page of the *Winston-Salem Journal*, to join the staff in October 1969. Mr. Jenkins graduated from Wake Forest and had been a correspondent for the *Charlotte Observer* before going to the *Winston-Salem Journal*. He was widely respected by his colleagues in the North Carolina Press Association and

brought a talent for writing to the General Administration that was needed in this time of confusion and disruption. He carried on the *University of North Carolina Newsletter* that had been established by Mr. Pate and continued to make it a useful medium for reporting the actions of the Board of Trustees and the activities of the six campuses of the university.

When Vice President Wells joined the staff in 1966 it was already apparent that the burden of looking after research, federal grants, and the outreach activities of the university was too much for the Office of Academic Affairs, and the position of vice president for research and public service programs was reinstituted. Dr. Charles E. Bishop, Reynolds Professor of Economics and chairman of the Department of Economics at North Carolina State, joined the staff to look after this important function. Dr. Bishop received a B.S. degree from Berea College, the M.S. degree from the University of Kentucky, and the Ph.D. from the University of Chicago. He joined the faculty of North Carolina State in 1950. Dr. Bishop was a nationally known economist and had just completed a period of duty as executive director of President Johnson's National Advisory Commission on Rural Poverty. He organized the procedures for managing research grants and training programs. He looked after the many intercampus programs and institutes and was a valuable adviser to the president over the next four years. When he resigned in 1970 to become chancellor of the University of Maryland at College Park, he was replaced by Dean Brooks James of the School of Agriculture and Life Sciences, North Carolina State University, who continued in this position through the period of restructuring. Dr. James was a native of North Carolina. He received the bachelor's degree from North Carolina State in 1932 and the master's degree in 1940. In 1949 he completed the Ph.D. in economics at Duke University and had a year of postdoctoral study at the University of Chicago. He had come up through the ranks at North Carolina State where he joined the Extension Service in 1939 following four years as a farm agent. He served as dean of the School of Agriculture and Life Sciences from 1960 to 1970; he had had a year with the federal government as assistant administrator for the Agency for International Development in the Department of State. Dr. James concentrated on developing a more effective outreach program at the university through the various extension activities, institutes, and research centers. His advice was invaluable during the crucial period of debate over restructuring and the initiation of the subsequent program of the Board of Governors.

Another area which had outgrown the manpower resources of the university was the field of business and finance. Since the death of Vice President William D. Carmichael, the burden of this office had been carried by a single individual, Mr. A. H. Shepard, Jr. With the tremendous

growth in enrollment at the university, the increase in the number of campuses and the large building program, the need for more oversight in this area had become acute. After a considerable period of searching, President Friday recommended Mr. L. Felix Joyner for the position of vice president for finance, effective 19 March 1968. Mr. Joyner was a native of Georgia and a graduate of Berea College. He had served in the Navy during World War II and had taken graduate work at the universities of Alabama, Tennessee, and Kentucky and had also attended the Harvard Graduate School of Business Administration. Mr. Joyner had extensive experience in public finance and administration. He had recently been commissioner of finance for the State of Kentucky and had spent some time as a consultant for the Ford Foundation in Southeast Asia and for the government of Pakistan under the aegis of the Agency for International Development. Mr. Joyner's knowledge and experience were felt immediately throughout the university, and he introduced a system for managing the budget and finances that has been widely acclaimed and has had a beneficial influence on the financial management of the entire state. Mr. Joyner gathered around him a staff of talented young men and women who remained with the university through the rest of the Consolidated University period and continued to manage the finances of the restructured university as it became a billion dollar operation.

In 1968 Vice President Frederick H. Weaver resigned to go to India for the Ford Foundation as an educational adviser to the Administrative Staff College of India. Since 1962 he had been responsible for the many activities of the Board of Trustees carried on through the Office of General Administration, and he had been a valuable adviser to President Friday on student affairs and many other matters that involved relationships with alumni and friends of the university. During this period he had been studying toward an advanced degree in history at Columbia and Duke Universities. When he completed the Ph.D. at Duke University in 1967, he became interested in a foreign assignment and gave the mission to India a six-weeks trial. Later he was away on leave for a longer period of time, and eventually he decided to take a position offered by the Ford Foundation. He had several productive years in India and unfortunately died suddenly on 8 January 1972.

When Mr. Weaver first went on leave of absence, Mr. Friday sought the temporary assistance of Mr. Richard H. Robinson, associate professor of law at Chapel Hill. Mr. Robinson was a Morehead Scholar, a graduate of the university at Chapel Hill, and held a J.D. degree from New York University. He had had experience in private practice in the field of labor law. He filled the temporary position admirably and later became an assistant to the president for legal affairs. He continued in that capacity on a per-

manent basis as the amount of litigation involving the university came to consume not only his efforts but those of several assistant attorneys.

When it became necessary for Mr. Robinson to fulfill a teaching engagement at the University of Texas in the summer of 1968, Mr. Henry W. Lewis became acting vice president for university relations, effective from 1 August 1968 to 30 June 1969 when Dr. Weaver was scheduled to return. He was a native of Jackson, North Carolina, and held an A.B. from the University of North Carolina at Chapel Hill and the LL.B. degree from Harvard. He had practiced law, had been a captain in the Army during World War II, and had joined the Institute of Government staff in 1946 where he was professor of public law and government at the time he joined the staff of the General Administration.

During the critical period of student dissension, Mr. Lewis rendered exceptional service in assisting joint committees of the Board of Trustees, the administration, students, and faculty in formulating the disruption policy.

When it became evident that Dr. Weaver would not return, President Friday began looking for someone to fill the position of vice president for administration. In 1966, a prominent New York attorney, Mr. N. Ferebee Taylor, was visiting professor of law at the University of North Carolina for a semester. It was known that he wished to return to Chapel Hill. Mr. Taylor was native of Oxford, North Carolina. He received the A.B. degree from the university at Chapel Hill, where he was President of Phi Beta Kappa, and the LL.B. degree from Harvard. During World War II he had a distinguished career in the United States Navy. Following the war, he was a Rhodes Scholar. After he finished his law degree at Harvard, he became a partner in a well-known New York law firm. Mr. Taylor consented to come to Chapel Hill and entered upon his duties as vice president for administration on 1 July 1970, where he continued through the period of debate over restructuring and was a very effective counselor to the president and the Board of Trustees in that tense era. He was joined as assistant secretary to the board by Miss Sarah Virginia Dunlap, who had for many years been connected with the School of Medicine at Chapel Hill and had more recently been employed by the Markle Foundation with headquarters in New York City. She brought exceptional grace, dignity, and skill to a difficult assignment.

Chancellor Sitterson, who had borne the brunt of much of the dissension and confusion on the campus at Chapel Hill during the second half of the decade of the 60s had asked to be relieved of his responsibilities but consented to stay on during the restructuring debate. A trustee committee, headed by Mr. Ike Andrews, had been looking for a replacement during 1970-71. It recommended to the Board of Trustees in January 1972 the name of N. Ferebee Taylor, who was elected and assumed office

on 1 February. No chancellor or administrative officer of the university rendered more valiant service than Chancellor Sitterson, who served the university at Chapel Hill far beyond the call of duty for over six years.

The Board of Trustees, acting as a surrogate for the Planning Committee, took three personnel actions on 28 February 1972. To facilitate the merging of the staffs of the Board of Trustees and the Board of Higher Education, there had been agreement that Dr. West should be appointed vice president for planning and Mr. Kennedy should be appointed secretary of the university. The two were given legal status as members of the staff of the University of North Carolina. There had also been agreement that the position of vice president for student services and special programs would be authorized as part of the administrative staff of the university. This action was taken, and it was expected that a black educator would receive this appointment. At this same meeting, President Friday announced that Vice President King would retire on 1 July and received approval for him to continue on a yearly basis as assistant to the president.

The last personnel action of the Board of Trustees of the Consolidated University that related to the General Administration was taken at its final meeting on 22 May 1972. The position of vice president for academic affairs had been vacant since the resignation of Dr. Wells on 1 July 1971. Vice President King looked after the functions of this office along with his other duties during the year. President Friday submitted the name of Dr. Raymond H. Dawson, dean of the College of Arts and Sciences in the university at Chapel Hill, for this crucial appointment. He received the bachelor's degree from the College of the Ozarks, graduating *summa cum laude*, the master's degree from Vanderbilt University, and a Ph.D. in political science from the University of North Carolina at Chapel Hill. Two awards for excellence in teaching were among his achievements. He was the author of numerous publications in his field. He spent a year as a Fulbright lecturer at King's College, University of London, and another as visiting professor at Columbia University. His distinction in teaching, scholarship, and administration was firmly established. The president enthusiastically nominated him and observed, "The State is indeed fortunate in having such a dedicated and superior person to guide the academic growth and development of its University System."

As the Consolidated University sped through the last six months of its history of forty-one years, the pages of its minutes continued to be sprinkled with traffic ordinances, bond resolutions, new faculty appointments, retirees, deaths, memorial resolutions (one to Frank Porter Graham who died on 16 February 1972), and discussions of new programs, resolutions of appreciation and congratulations, and much additional minutiae.

One of the interesting actions taken by the executive committee of

the Board of Trustees on 5 May 1972, was as follows: "Be it resolved that the actions of the Board of Trustees of June 3, 1880 and January 26, 1882 and all other actions of the Board of Trustees or its Executive Committee that have the general effect of requiring the distribution of Bibles to graduates of The University of North Carolina at Chapel Hill are hereby rescinded effective immediately."

This action was stimulated by Professor Daniel H. Pollitt, who was a member of Chancellor Taylor's Advisory Committee. Professor Pollitt raised the question of the constitutionality of a state university awarding Bibles to its graduates. The chancellor appointed a committee to investigate the problem, and it recommended the action taken by the Board of Trustees. By 1971 the logistics of delivering a Bible to each graduate may have been as important a consideration as the constitutionality of the practice.

The last meeting of the Board of Trustees on 22 May 1972, was devoted to honoring retiring faculty, making the O. Max Gardner Award to Dr. Bruce John Zobel, Conger Distinguished Professor of Forestry at North Carolina State University, receiving a final report from President Friday, reviewing the 1973-75 budget requests, naming two buildings—the John C. Brauer Dental Education Building and the Walter Reece Berryhill Basic Sciences Building—and receiving a valedictory address from Governor Robert Scott.

A resolution of appreciation for President and Mrs. William Friday was then adopted, and the Consolidated University passed into history, except that it became necessary on 23 June to have one more session of the executive committee to pass on bond resolutions and faculty appointments. The last act of the executive committee as it sputtered out was the appointment of Mr. Jack Benjamin Levy as director of the Multiple Abilities Program at Wilmington.

P A R T T W O

*The Multicampus University
of North Carolina*

The Planning Period

SOON after the adjournment of the special session of the legislature, Governor Scott notified the boards of trustees of the University of North Carolina and the other ten senior institutions that had been included in the restructuring that they were required to select the appropriate number of trustees from their respective boards to serve on the first Board of Governors and to act as a Planning Committee from 1 January through 30 June 1972. He also notified the Board of Higher Education that it was eligible to select two nonvoting members who would sit with the Board of Governors until 30 June 1973.

Immediately there was much speculation in the press over the composition of the board, and there was some maneuvering for places on the panel. It was reported that the governor was interested in influencing the boards to elect members who would be favorable to his views during the period he had left to preside over the Planning Committee and the Board of Governors. His chairmanship would end on 31 December 1972. The Board of Trustees of East Carolina University was one of the institutions, it was alleged, from which he tried to secure the election of members favorable to his views. At the last moment, the term of Mrs. Terry Sanford expired, and he appointed his close ally, Mr. Horton Rountree, a member of the legislature who had done yeoman service for him during the restructuring battle. It was believed that he favored at least one other person on the East Carolina Board; however, when the vote was taken on the election of members on 17 November 1971, three long-time members were chosen and Mr. Rountree fell one vote short of being elected.

In the case of the University of North Carolina, he had hoped to place some of his partisans among the sixteen to be elected. He was able to control the procedure by which they were elected, but he lost his final round with the 100-member board. They omitted Senator Ralph Scott and others whom he favored and picked a slate that was almost solidly against him in the restructuring battle. In the heat of the discussion, it was reported in the *Chapel Hill Weekly* for 24 November 1971 that Mr. Cary C. Boshamer had exclaimed, "Unfortunately, Caesar had the

green stamps and he used them, and like another figure in history, instead of seeing Rome burn down, he is seeing the Consolidated University burn down." He called the governor to task for introducing politics into the election of members of the board.

The other institutions proceeded rapidly to elect their members to the first governing board and by 21 December a complete roster of thirty-two had been chosen. It included four women—all from the old University of North Carolina Board—and seven black members representing the five predominantly black institutions, all of which sent black trustees to the new board, among them Julius Chambers of Charlotte, who was hastily appointed to the North Carolina Central University Board with the expectation that he would be placed on the governing board. The final roster of persons elected included the following:

- From the University of North Carolina: Arch T. Allen, Ike F. Andrews, Victor S. Bryant, Lenox G. Cooper, William A. Dees, Jr., Jacob H. Froelich, Jr., Mrs. Howard Holderness, George Watts Hill, Sr., William A. Johnson, John R. Jordan, Jr., Robert B. Jordan III, Mrs. A. H. Lathrop, J. Aaron Prevost, Mrs. Richardson Preyer, Thomas J. White, Jr., and Mrs. George D. Wilson
- From East Carolina University: Charles H. Larkins, Sr., Reginald McCoy, and W. W. Taylor, Jr.
- From Western Carolina University: Wallace Hyde and E. J. Whitmire
- From Appalachian State University: Dr. Hugh S. Daniel, Jr., and William B. Rankin
- From Elizabeth City State University: Maceo A. Sloan
- From Fayetteville State University: The Reverend Dr. E. B. Turner
- From North Carolina Central University: Louis T. Randolph and Julius Chambers
- From North Carolina Agricultural and Technical State University: Howard Barnhill and Dr. Andrew A. Best
- From Winston-Salem State University: Clark S. Brown
- From Pembroke State University: W. Earl Britt
- From The North Carolina School of the Arts: Hugh Cannon
- From the North Carolina State Board of Higher Education: Watts Hill, Jr., and J. P. Huskins

With this lineup Governor Scott had little hope of dominating activities of the board during his final year in office.

The governor called a meeting of the Planning Committee to assemble at the Quail Roost Conference Center near Rougemont on 4 and 5 January 1972. All members of the board were present. The first meeting on the evening of 4 January following dinner was a closed session. It was agreed by unanimous vote that President William Friday and Dr. Cameron West and their associates would be invited to join the meeting on Wednesday morning, 5 January.

Governor Scott called on the group to determine the terms of service on the board for each member. He suggested that the sixteen members representing the six campuses of the University of North Carolina, the eleven members representing the five five-year regional institutions, and the four members representing the four four-year regional institutions meet separately and determine the term each member would serve. Each group determined the length of term by a method of its choice. The member from the North Carolina School of the Arts was chosen with the provision in the statute that his term would end 1 July 1973. Also, it was provided by statute that the terms of the two nonvoting members from the Board of Higher Education would terminate on the same date and would not be filled thereafter.

Governor Scott reviewed the agenda for Wednesday morning and stated that it would be necessary to appoint committees for personnel, facilities, and the code. On Wednesday morning the Planning Committee reconvened with all members present except Mr. Julius Chambers. Mr. Arch T. Allen was elected secretary of the Planning Committee to serve through 30 June 1972. Members of the press and President Friday and Dr. West were present with certain members of their staffs. The result of the election for terms of membership on the Board of Governors conducted the previous evening was announced as follows:

Term Expiring in 1973

Allen, Arch T.
Andrews, Ike F.
Best, Dr. Andrew A.
Cannon, Hugh
Hill, Watts, Jr. (nonvoting)
Huskins, J. P. (nonvoting)
Larkins, Charles H., Sr.
Preyer, Mrs. L. Richardson
White, Thomas J., Jr.
Whitmire, E. J.

Term Expiring in 1975

Brown, Clark S.
Cooper, Lenox G.
Holderness, Mrs. Howard
Jordan, John R., Jr.
Prevost, J. Aaron
Randolph, Louis T.
Rankin, William B.
Taylor, W. W., Jr.

Term Expiring in 1977

Barnhill, Howard C.
 Bryant, Victor S.
 Hill, George Watts, Sr.
 Hyde, Dr. Wallace N.
 Jordan, Robert B., III
 Lathrop, Mrs. A. H.
 McCoy, Reginald F.
 Sloan, Maceo A.

Term Expiring in 1979

Britt, W. Earl
 Chambers, Julius
 Daniel, Dr. Hugh, S., Jr.
 Dees, William A., Jr.
 Froelich, Jacob H., Jr.
 Johnson, William A.
 Turner, Dr. E. B.
 Wilson, Mrs. George D.

Governor Scott emphasized the necessity for appointing committees to begin work as quickly as possible, and he suggested that the Planning Committee elect three committees composed as follows:

Committee on Personnel

Governor Robert W. Scott,
 Chairman
 William A. Dees, Jr.
 Robert B. Jordan III
 Reginald F. McCoy
 J. Aaron Prevost
 William B. Rankin
 Maceo A. Sloan
 E. J. Whitmire
 Mrs. George D. Wilson

Committee on Facilities

Thomas J. White, Jr., Chairman
 Dr. Andrew A. Best
 Lenox G. Cooper
 George Watts Hill, Sr.
 Wallace N. Hyde
 John R. Jordan, Jr.
 Dr. E. B. Turner

Committee on the Code

Victor S. Bryant, Chairman
 W. Earl Britt
 Hugh Cannon
 Julius Chambers
 Dr. Hugh S. Daniel, Jr.
 Mrs. Howard Holderness
 J. P. Huskins
 William A. Johnson
 Mrs. A. H. Lathrop
 W. W. Taylor, Jr.

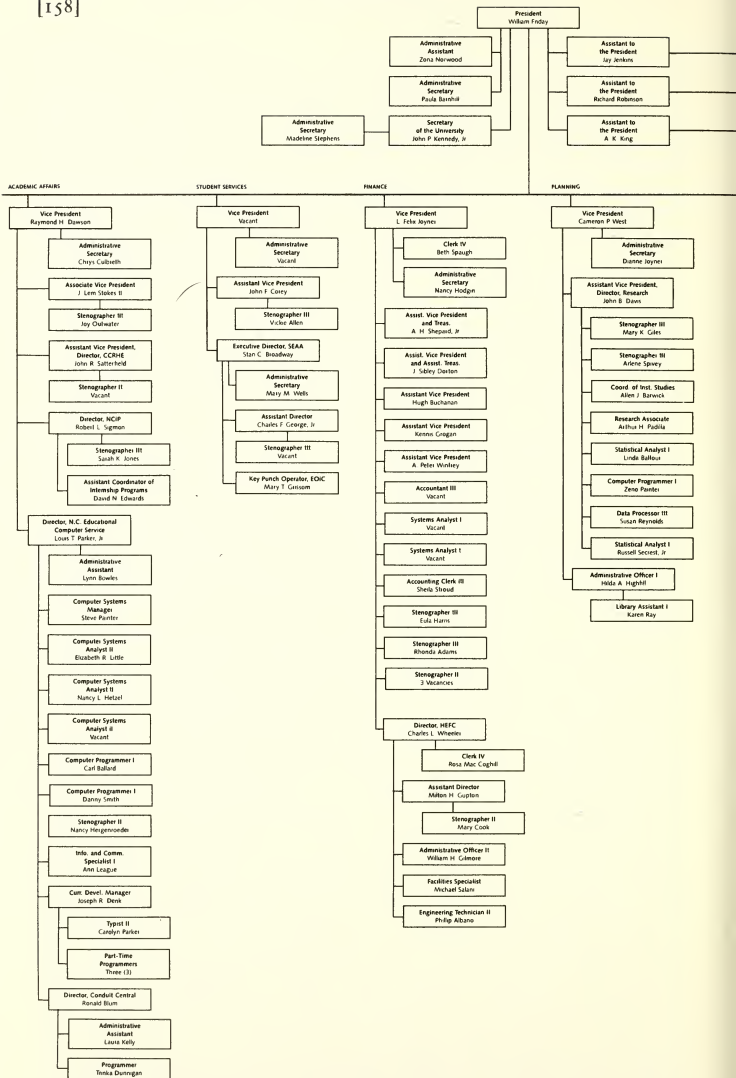
His recommendation was unanimously adopted, and it was agreed that these committees would serve at the pleasure of the Planning Committee

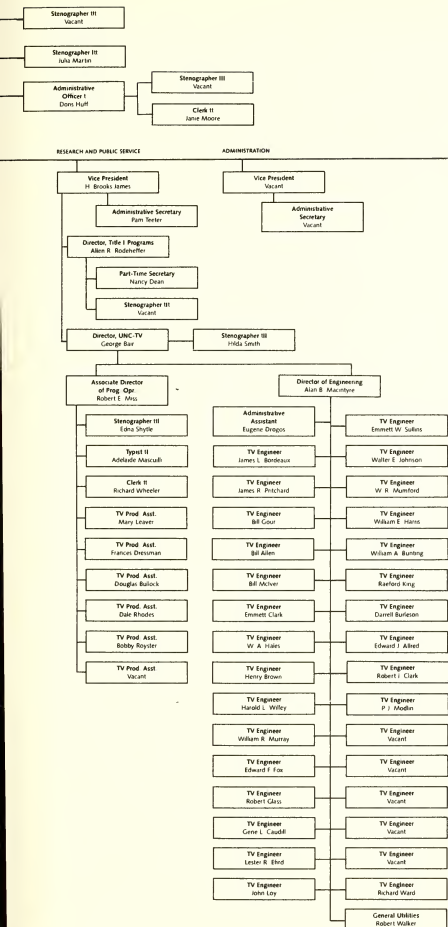
and would adopt their own rules. After adopting *Robert's Rules of Order* for the Planning Committee and the respective committees, there was some discussion as to how materials developed by the committees would be made available to the full membership. It was decided to postpone a decision on this controversial topic until the next meeting. A schedule of meetings was agreed to with the next to be held at the General Administration Building in Chapel Hill. Mr. John P. Kennedy, Jr., associate director of the Board of Higher Education, was elected executive secretary of the Planning Committee. The governor announced that a transcript of the entire proceedings of the meeting would be prepared by a court reporter in attendance and would be on file with the secretary and available to any board member.

Governor Scott recognized Mr. John L. Sanders, director of the Institute of Government, who gave a review of *The Act to Consolidate the Institutions of Higher Learning in North Carolina*.

Mr. Sanders gave a detailed explanation of the act, going over it paragraph by paragraph and answering with great patience the questions that he was asked by members of the committee. His performance lasted more than two hours and was a classic illustration of a brilliant legal mind in action. Most of the information that he gave has already been mentioned and no attempt will be made here to repeat his performance. His statement was later reproduced and has been referred to many times since January 1972.

Governor Scott had called on President Friday and Dr. West in a memorandum dated 15 November 1971, to get together and give him suggestions for the six-months period between 1 January and 30 June 1972. He also wanted a tentative plan of organization for the staff, an agreement "upon at least one well-qualified black educator to fill a top-level staff position in the vice-presidency category and at least one other black at perhaps a lesser level of responsibility," a written recommendation for titles and salaries of all staff members and any other items they felt might be pertinent. He made another suggestion that touched upon a very sensitive matter that had been discussed extensively in the press as follows: "a thoroughly discussed, understood and agreed-upon relationship between the President and the Executive Vice President. This understanding should be written out as clearly and concisely as possible. I consider this to be essential." This had reference to the following statement in the act having to do with the president's staff: "These staff members shall include a senior vice president. . ." This passage had been written into the act at the specific request of the Governor and was discussed in the press as the Governor's reward to Dr. West for his assistance in the restructuring battle. It was almost universally concluded that the presidency of the restructured university would go to President Friday, and many of Dr.





The University of North Carolina

Merger of BHE and UNC staffs

1 July 1972

West's friends and supporters, especially among the members of the Board of Higher Education and some of the regional universities, thought that Dr. West should at least have a consolation award. This problem which had been generated by an attempt to use the act to establish a position for an individual, continued to nag the board as long as Dr. West remained on the staff.

Dr. West and President Friday carried out the governor's admonition in part and gave him many valuable suggestions for the months ahead. They worked together harmoniously in making suggestions and recommendations respecting the organization of the General Administration staff of the university. A beginning was made when President Friday asked the executive committee of the Board of Trustees of the Consolidated University to recommend the authorization of the position of vice president for planning and to elect Dr. West to this position, and to reinstitute the position of secretary of the university and to elect Mr. John P. Kennedy, Jr., associate director of the Board of Higher Education, to that position. This arrangement was reviewed by the Planning Committee at its meeting on 21 January in Chapel Hill. President Friday and Dr. West had met with the Personnel Committee of the Planning Committee and presented an overview of a recommended organization structure with a discussion of the responsibilities of the principal administrative officers. President Friday showed a diagram of the current structure of the Consolidated University of North Carolina and indicated changes that would be desirable in merging the staffs of the Board of Higher Education and the Consolidated University, which was required by statute. The current staff pattern included the positions of vice presidents for academic affairs; finance; research and public service; administration; and institutional studies. The executive committee of the Consolidated University Board had recommended that the vice president for institutional studies be expanded to include planning and be known as vice president for planning; that the positions of vice president for administration be eliminated and the responsibilities be assigned to the secretary of the university, which position had been reactivated by the Board of Trustees in December 1971; that legal affairs be assigned to the existing position of assistant to the president; and that a new position, vice president for admissions, financial aid, and special programs, be created. In the discussion that followed, it was easy to see that representatives of the former regional universities had some misgivings about the suggested arrangement. The questions illustrated once again their fear of being swallowed up by the old Consolidated University; however, the arrangement was approved and it was agreed that Dr. West would come to Chapel Hill immediately as vice president for planning and that Mr. John P. Kennedy, Jr., would serve

as secretary of the university. Provision was made also to bring Mr. Kennedy and certain supporting staff from the Board of Higher Education office to Chapel Hill. These arrangements were contingent on the approval of the Board of Higher Education. Another motion was passed which approved the decisions of the University Executive Committee and recommended that the University of North Carolina Board of Trustees create the position of vice president for admissions, financial aid, and special programs. This was interpreted by many as meaning that the general administration of the restructured university would bear a close resemblance to the General Administration of the Consolidated University.

Mr. William A. Johnson, acting chairman of the Code Committee, reported that the section of the *Code* dealing with the responsibilities, duties, and functions of the principal officers should be completed by the February meeting of the Planning Committee.

It was apparent from the report of the Facilities Committee, presented by Mr. Thomas J. White, Jr., chairman, that there was considerable disagreement within the Planning Committee over where the headquarters of the board should be located. Mr. White gave a very careful and objective report. The views of many citizens and committee members had been consulted and he had gathered information about possible locations. He pointed out that the General Administration Building in Chapel Hill, which had just been completed at the approximate cost, including furnishings, of \$1,135,000, had a gross area of finished space of 30,540 square feet and unfinished space on the ground floor of 8,100 square feet, which could be completed at an approximate cost of \$149,000. He said that there were only two state-owned buildings available for reassignment with an area of thirty-eight to forty thousand square feet. One of these was the Eastern Carolina Sanatorium in Wilson and the other was the Western Carolina Sanatorium in Black Mountain. He stated that there was one three-story building in Raleigh that could be rented for \$5.25 per square foot. After discussing the space available, Mr. White reported that the committee passed unanimously the following motion: "that the Committee on Facilities suggests for the consideration of the Planning Committee that the General Administration Building be utilized as a temporary meeting place of the Board of Governors from time to time as the Planning Committee may see fit."

At the close of the meeting, a proposed schedule of further meetings and campus visits was announced. It was hoped to visit most of the campuses by Friday 23 June. When the Planning Committee next met on 11 February, Dr. West and Mr. Kennedy had already moved their offices to Chapel Hill and the Board of Higher Education had designated Dr. J. Lemuel Stokes as acting chairman of that board to serve until its end on

1 July. Other members of the staff of the Board of Higher Education were also planning to take part in the consideration of various problems that would have to be dealt with before 1 July.

At the beginning of the meeting, Mr. White reported further for the Facilities Committee that the committee was still exploring all avenues in seeking a sound solution to the location of the offices of the Planning Committee and the Board of Governors. In answer to an inquiry about how long it would take to complete the General Administration Building, Mr. White estimated that it would take twelve months. Some members expressed the view that the sooner the two staffs were put together the better it would be. Mr. White stated that it was important to the people of the state "that every avenue be explored and every consideration given to each possible location." He emphasized that the institutions that had not been a part of the university had some apprehension that they might be "taken over" by Chapel Hill. He thought "the Planning Committee must demonstrate its openness and fairness and refrain from taking any precipitous action."

The Code Committee, it was reported by Mr. Johnson, had completed a fourth draft which it would mail to all the members of the Planning Committee with a request for suggestions or comments. Anyone who wanted to appear before the committee in person was offered the opportunity. The committee expected to recommend the adoption of Chapter 5 at the March meeting of the Planning Committee.

The report of the Personnel Committee was made by Mr. William A. Dees, Jr., at the request of the governor. The presidents and chancellors of the sixteen senior institutions, the chairman of the faculty of each institution, and the president of the student body of each had been invited by the governor to appear before the Personnel Committee to discuss the role of the president of the university and his relationship with other officials, and to make any recommendations of individuals for the position that they might have in mind. The committee had had four written responses. He mentioned the following three: a representative of the chancellors of the six institutions constituting the Consolidated University, a representative of the faculty of East Carolina University, and the chairman of the Faculty Council of the University of North Carolina at Chapel Hill. Mr. Dees suggested that representatives of the sixteen institutions should again be invited. The committee expected to recommend a person for the office of president at the March meeting of the Planning Committee.

By the time the Planning Committee assembled at the University of North Carolina at Greensboro on 17 March 1972 there had been much speculation in the press concerning the presidency of the new system. Most of it centered around the likelihood that President Friday would be

the choice. There was evidently some grumbling on the part of the governor respecting President Friday. They had been antagonists in the restructuring battle, the governor had hoped to have his own way with restructuring during the planning period, and his failure to command a majority of the Planning Committee had frustrated this objective. When the committee interviewed President Friday, it was reported in the *News and Observer* for 18 March 1972, that he was asked point-blank by the governor whether he would appoint Dr. Cameron West senior vice president. President Friday refused to make a commitment—just as he had refused, when originally elected president of the Consolidated University sixteen years earlier, to commit himself with respect to the appointment of specific persons. He agreed, of course, to carry out the intent of the restructuring act that the staffs of the university and the Board of Higher Education be merged. When President Friday left the meeting of the Personnel committee, the *News and Observer* reported that it had learned that the governor told the group that he had “a gut feeling that Cameron West will not be named Senior Vice President if it is left up to Friday.” After considerable discussion, the committee adjourned with the agreement that at the next session of the Planning Committee Mr. Friday would be named president of the university, and the members of the group were asked to urge him to appoint Dr. West senior vice president.

At the 17 March meeting of the Planning Committee, Mr. Victor Bryant, chairman of the Code Committee, asked Mr. Richard Robinson to present the report of the committee on the preparation of Chapter 5. Mr. Bryant stated that the committee had voted unanimously to recommend the fourth draft of the chapter for adoption. The motion was approved unanimously and the chapter which dealt with the officers of the university became the first section of the *Code* to be formally approved.

Next there was a report of the Facilities Committee by Mr. Thomas J. White. He moved “that the general headquarters of The University of North Carolina be established in the General Administration Building and that at least three years’ experience be gained in the use of the General Administration Building as such headquarters during which time an evaluation of that facility shall be maintained and that the unfinished portion of the General Administration Building be completed at the earliest possible date.” The motion was seconded, and a hot debate ensued when Mr. Wallace Hyde made a substitute motion that would have called for the appointment of another committee to make the decision after 1 July. The substitute motion was defeated by a vote of 17-11, split along the lines of the Consolidated University, with one exception, and the regional universities. The motion was then approved by a voice vote. The governor and Mr. Friday both agreed that it was good to have a debate on

the location issue. The governor said that he agreed with Mr. Hyde in his opinion that the Chapel Hill location would be permanent until such time as the existing building was no longer adequate.

Governor Scott, as chairman of the personnel committee, reported that the committee unanimously recommended "that Dr. William Clyde Friday, President of the present University of North Carolina, be elected President of the sixteen-campus University of North Carolina, and that he assume the responsibilities of this office July 1, 1972." In the course of the discussion President Friday's long record as a student and official of the university was recounted, and some of the national appointments that he had received were listed. Among them, it was stated, "he is President of the prestigious Association of American Universities which is comprised of the top forty-eight institutions of higher learning of the United States and Canada. He is a member of the Carnegie Commission on the Future of Higher Education, has served on the President's Task Force on Education and has been Chairman of the President's Commission on White House Fellows." The contribution of his wife, Ida Howell Friday of Lumberton, was also mentioned, and the fact that they had three daughters was pointed out. Mr. Friday was elected unanimously. When he appeared, Governor Scott greeted him with a hearty handshake which seemed to signify that the restructuring battle was forgotten.

It is of interest that the Planning Committee then paused for prayer in memory of former University of North Carolina President Frank Graham, who had died on 16 February. He was described in the prayer by board member Dr. Andrew Best as a "giant oak who had fallen."

This was noted almost universally as the most memorable meeting of the committee. It had adopted a code chapter governing the officers of the university that was based in part on the *Code* of the Consolidated University, it had selected as its headquarters the new General Administration Building of the Consolidated University, and it had elected as president of the new sixteen-campus university the president of the Consolidated University.

The Planning Committee held three more meetings before it began its duties as the Board of Governors. Mr. Bryant reported on the *Code* at each of these meetings stating on 23 June that his committee had received 166 suggestions and comments on a draft of the *Code* sent to the Planning Committee members, chancellors and the president; however, it did not complete its work before 1 July. Mr. Bryant stated that the committee "does not propose to sacrifice quality for promptness." The Planning Committee was able to visit the university at Wilmington, Fayetteville State, and Pembroke after one of its meetings in Wilmington; it visited Appalachian State on 26 May, and held its last meeting at Chapel Hill on

23 June. The committee had a fairly lively discussion on the information that should be furnished to the full committee by the separate committees. Finally, Mr. Bryant suggested as a compromise, which would be recommended in the *Code*, that all members of the Board of Governors would have the right to attend any committee meeting; advance notice of committee meetings would be given to members of the Board of Governors; and any committee actions would be reported immediately to the individual board members. This recommendation was adopted, and the apprehensions of those who feared secret committees were quieted.

At various times President Friday made detailed reports on plans for completion of the General Administration Building, on staff mergers, on the preparation of the budget, on new programs submitted by campuses, on faculty salaries, enrollment growth, and student tuition and fees. He also reported on the meeting of the chancellors who would form the new administrative council; the organization of a proposed faculty assembly, which would represent all sixteen of the institutions; and the expansion of the graduate council to include all of the campuses that offered graduate work.

At the meeting of the Planning Committee on 26 May in Boone, it used its newly acquired power to fix the salaries of chancellors and principal administrative officials. The sixteen new chancellors and their business managers all received raises. Ten members of the General Administration staff were also recommended for raises. At the last meeting in Chapel Hill on 23 June 1972 seventeen former members of the administrative staff of the Board of Higher Education who were merged into the staff of the General Administration also received raises. Mr. Friday announced at this last meeting that a committee had been working on the biennial budget and that all new programs submitted by the campuses and processed by the Board of Higher Education up to and including the last meeting of the board on 16 June would be processed in the budget request to come before the Board of Governors. Those requested later would be postponed until action could be taken on a new, long-range plan. Agreement had been reached on the enrollment growth that had been estimated for each of the institutions during the next biennium and that would be used by the Board of Governors in formulating budget requests; thus, a moratorium on new degree programs was proposed for later action.

President Friday also informed the Planning Committee on 23 June that he and President Jenkins of East Carolina University, after discussion with Vice President Monroe of East Carolina and with officials of the medical schools of Duke University, Wake Forest, and the University of North Carolina at Chapel Hill, had agreed that a special committee of the

Board of Governors should be created to study the request for the "funding of a second year of medical education at East Carolina University and to make recommendations to the Board." The committee was authorized and the governor as chairman was requested to appoint it.

President Friday reminded the committee that the restructuring act required the Planning Committee "to prepare a plan for the merging of the staff positions of the Board of Higher Education and of the General Administration, said plan to become effective July 1." He presented to the committee an organization chart that had been prepared after many conferences with all of the different groups involved. (See Organization Chart earlier in this chapter.) He requested that the Planning Committee approve this proposed merger. The recommendation approved after a discussion emphasized the need for filling vacant staff positions with some members of minority races in order that the staff more accurately represent the proportion of the minority to the total population of the state. The motion carried unanimously.

One of the activities that the Board of Governors received from the Board of Higher Education was the Center for the Renewal of Higher Education. It had been created the previous year to encourage institutions of the state to revitalize their curricula. The director of the center, Dr. John R. Satterfield, had negotiated with foundations and the federal government for grants totaling \$450,000 to finance, under the aegis of the center, a three-year Institute for Undergraduate Curricula Reform. The institute was already operating a summer program at Cullowhee. Its objectives and activities were explained by Dr. West.

Mr. Kennedy announced that the Boards of Trustees for the six institutions that constituted the Consolidated University had been selected and were in the process of organizing. He reviewed the dates that had been set for future meetings of the board, with the first one scheduled for 7 July at the University of North Carolina at Charlotte. Near the end of the meeting, Dr. Harold Delaney, acting vice chancellor for university colleges, State University of New York, was introduced by President Friday. It was no secret that Dr. Delaney was under consideration for a vice presidency on the staff of the General Administration of the Board of Governors.

Near the end of the last session of the Planning Committee, Mr. Dees inquired of the secretary, Mr. Allen, whether he had checked the statute to be sure that the Planning Committee had complied with all its requirements. Mr. Allen informed the committee that there were seven requirements "and that all had been complied with." With this assurance, the Planning Committee passed into history.

The Beginning of the Sixteen-Campus University

THE Board of Governors of The University of North Carolina held its first meeting 7 July 1972, on the campus of the University of North Carolina at Charlotte. Its meeting place on the top floor of the new library tower furnished a beautiful view of the surrounding countryside and of the city of Charlotte eight miles away. The meeting was called to order by Governor Robert W. Scott, who presented the Reverend Dr. E. B. Turner for the opening prayer. The Reverend Dr. Turner read Solomon's Prayer for Wisdom from the Second Book of Chronicles and then gave the invocation. The oath of office was administered to members of the board by Judge Fred H. Hasty, senior resident superior court judge in Mecklenburg County. Three members were absent. The board then settled down to initiate the restructured university.

If the members of the Board of Governors could have foreseen the number and complexity of the problems it would be called on to deal with in the years ahead, they would have been even more impressed with Dr. Turner's reading of Solomon's Prayer for Wisdom.

As the total headcount enrollment of students in the sixteen constituent institutions of the university increased from 87,631 in 1972 to 125,274 in 1985, it brought many problems involving expanding facilities, additional faculty, overcrowding in some institutions and under-enrollment in others, inability to achieve an appropriate racial mix in most of the institutions, problems involving out-of-state enrollment, the tendency of the proportion of female enrollment to increase more rapidly than male enrollment in some institutions, and, finally, the prospect that enrollment would reach a steady state and perhaps even a declining state for a period of years.

Another group of problems clustered around the budget as the state-appropriated funds increased from \$186,624,286 in 1971-72 to \$664,184,530 in 1985-86. Among these were the necessity for designing a new way of dealing with the budget for senior higher education; en-

hancing the historically black institutions in faculties and other personnel; equalizing salaries in the several categories of institutions, which were adopted for the classification of the sixteen constituent institutions, and many other problems involving salary increases; funds for the maintenance and operation of the constituent institutions; and such special needs as those of the libraries, the laboratories, and new operations such as the East Carolina Medical School and the Veterinary School at Raleigh. Over the next decade inflation of the national economy complicated the budgeting process. During this period, the Board of Governors was also responsible for administering capital improvements financed from state-appropriated funds, self-liquidating bonds, and other sources of over \$963,000,000.

The legislative directive that the Board of Governors plan a coordinated system of higher education in North Carolina involved an enormous amount of study, investigation, analysis, and publication on the part of the Committee on Educational Planning, Policies and Programs and its staff. Beginning in 1976, three large annual long-range plans were produced, each one supposedly running for five years but to be supplanted by a yearly overlapping revision. By 1978 the objective of a yearly long-range plan gave way to one every two years, and subsequently three additional long-range plans on a more modest scale were produced. These plans were so searching and far-reaching that no facet of any of the programs of the sixteen constituent institutions escaped thorough and critical examination.

The personnel problem of the board was difficult to envisage. Every teaching appointment involving tenure had to have the approval of the board. In addition, every administrative appointment at the level of a dean or higher had to have the approval of the board. The salary ranges for all ranks had to be set by the board. These requirements involved in the course of a year literally hundreds of actions affecting individuals.

There were many other problems that arose to perplex the board. Among these were relationships with the private colleges in North Carolina, the East Carolina School of Medicine, the long and disturbing controversy resulting from the Adams Case and activities initiated by the federal government under the Civil Rights Act of 1964, the decision about building a veterinary school at Raleigh, the attempt to improve nursing education and legal education in the historically black institutions, the decision not to establish a third law school, the relationships with the Faculty Assembly, and many other issues that developed suddenly and without warning. Higher education, by the time the Board of Governors assumed responsibility for it in North Carolina, had become a highly litigious operation. The many relationships with the federal government

required legal counsel. The frequent actions brought against the university by those who alleged that they had not been given their rights, both faculty and students, were numerous and time-consuming.

In view of all the perplexing duties and issues that faced the Board of Governors, it was fortunate to have a number of positive assets from the beginning. Each of the thirty-two members had previously been a member of an institutional board of trustees and was to some extent experienced in the governance of academic institutions. Sixteen of the members had had experience in governing a multicampus institution. These factors were helpful in guiding the new multicampus university and in understanding the problems faced by local boards of trustees. During the six-month planning period, the members of the board drawn from the institutional boards had learned to work together as a team and to respect the special abilities among the membership.

The Board of Governors had at its command an experienced staff with knowledge of the governance problems confronted by a multicampus university. At the head of its staff it had a president with sixteen years of experience with a multicampus organization and with a national reputation that brought him into contact with all of the successful multicampus universities in the United States. Furthermore, he had had wide experience in dealing with both the state and the federal governments. The chief academic officer of the university was widely respected by the faculties of the sixteen constituent institutions and had an established reputation in the academic community throughout the country. The chief finance officer was thoroughly familiar with the budget system of North Carolina and had extensive experience in managing the financial affairs of a multicampus university. The fact that he and his staff could put together the first budget for the sixteen constituent institutions in one-third of the time ordinarily required for such a complicated operation was a testimony to the advantage that the board had in this area of its responsibility. The planning officer had had extensive experience in collecting and analyzing the type of data needed for making administrative and educational decisions for a state system. The second level of staff was also a valuable resource for the Board of Governors in the years ahead.

The Board of Governors was fortunate indeed to have as a resource in establishing its mode of governance an accumulated reservoir of rules, regulations, traditions, experiences, and practices going back to the late eighteenth century. Some of this had already been embodied in the *Code of the University of North Carolina* and was available for adaptation to the new and expanded university. Furthermore, there was on the Board of Governors a wealth of legal talent to assist in drafting and later perfecting a code that would fit the new circumstances.

Finally, the Board of Governors had at its disposal a new and fully-equipped General Administration Building that was well adapted to the needs of its staff. In addition, there was comfortable meeting space for the board and for its committee activities. The building was far enough removed from the university at Chapel Hill to avoid conflict with the activities of the campus; however, it was near enough to use the maintenance and other services of the campus that were essential for efficient operation. Furthermore, the environment of a major research university was an advantage in attracting and holding a superior staff. Any suggestion that the headquarters should be moved faded away in a short time.

Much of the initial work of the Board of Governors had been in preparation during the planning period. The merging of the staff of the Board of Higher Education and the General Administration of the Consolidated University, which involved the president and twenty-five other administrative positions, was approved. Mr. Victor S. Bryant reported for the Code Committee and recommended to the board for adoption a code of nine chapters. Chapter 6, which would deal with academic freedom, responsibility, and tenure, was postponed for further study and consultation with faculty, students, administrators, and other interested persons. Mr. Bryant also stated: "The Code Committee had articulated the basic philosophy of the new law and had in no instance attempted to rewrite the law. Much of the *Code* was taken directly from the General Statutes. Portions of it were taken from *The Code of The University of North Carolina* as it existed prior to July 1."

The several chapters of the *Code* adopted at this time were as follows:

- I. Establishment, Incorporation and Composition of
The University of North Carolina
- II. The Board of Governors
- III. Committees of Board of Governors
- IV. Boards of Trustees
- V. Officers of the University
- VI. (Reserved)
- VII. Finances, Property and Obligations
- VIII. Matters Involving Nonpublic Institutions
- IX. Miscellaneous Provisions

In describing the composition of the university, the *Code* contained the following important statement: "The University of North Carolina shall constitute a single, multicampus University composed of the following

constituent institutions. . . .” Then it listed the sixteen by name. The introductory statement emphasized the nature of the university and indicated that it would be run as a single university and not as a federation of governmental bureaus.

Mr. Bryant also included in his report another item entitled “Delegation of Duty and Authority to Boards of Trustees,” which was to be a part of a policies manual and would supplement Chapter 4 of the *Code*. This document applied uniformly to all sixteen campuses; however, uniformity was not required in the restructuring act. This was an exceedingly important document in which the Board of Governors delegated to the Board of Trustees of the constituent institutions certain duties and powers relating to academic and administrative personnel; academic program; academic degrees; honorary degrees, awards, and distinctions; budget administration; property and buildings; endowments and trust funds; admissions; tuition, fees, and deposits; student financial aid; student services; student conduct, activities, and government; intercollegiate athletics; traffic and parking regulations; campus security; and auxiliary enterprises, utilities, and miscellaneous facilities.

The exercise of these powers and duties was, of course, subject to limitations placed on them by the Board of Governors, and they varied greatly in the extent of the authority given to the boards. On some matters they were merely enjoined to advise the chancellor; on others they were given the authority to act. The latter was especially true in the case of student conduct and intercollegiate athletics.

The Board of Governors would have been involved so much with the internal administrative problems of each of the sixteen constituent institutions that it would not have been able to function effectively had it not been for its authority to delegate some details of administration to the chancellors and local boards of trustees. Many persons who have studied the operation of the University of North Carolina under the Board of Governors believe that the arrangement of having an overall governing board to set policies and deal with the problems of general concern to all and of having a local board for each of the institutions responsible to the governing board is the unique contribution of the North Carolina plan to multicampus university governance.

Virtually every action of the board during the first few months of its operation established a precedent or represented a new and untried administrative adventure. Some of the problems that emerged very early, in addition to completing the *Code*, were as follows:

1. A committee structure to deal with matters having to do with the budget, personnel, long-range planning, and the governance of the board and the constituent institutions

2. Relationships with private colleges and the administration of aid to private colleges
3. The sale of the utilities system owned by the University of North Carolina at Chapel Hill
4. Relationships with the General Assembly
5. Tuition and fees for both in-state and out-of-state students
6. The East Carolina University proposal for expansion of its medical program
7. Institutional enrollment levels and provisions for allocating funds
8. The proposal to establish a school of veterinary medicine
9. Relationships with the Civil Rights Division of the United States Department of Health, Education and Welfare

At the first meeting of the board on 7 July, Mr. William A. Dees, Jr., was elected vice chairman of the board; Mr. Howard C. Barnhill, secretary; and Mr. John P. Kennedy, Jr., a member of the staff, assistant secretary. At this same meeting Dr. Harold Delaney was chosen to fill the position of vice president for student services and special programs. He was acting vice chancellor for university colleges in the State University of New York. Dr. Delaney had previously been a member of the faculty of chemistry at North Carolina Agricultural and Technical State University and North Carolina Central University.

On 7 July, President Friday pointed out the need for three ad hoc committees to deal with urgent problems in the fields of budget, personnel, and long-range planning. The budget area was especially critical since the biennial budget for 1973-75 had to be prepared and transmitted to Raleigh within two months. This was a tremendous task for the office of Vice President Joyner and other members of the General Administration who would have to review in a brief period of time sixteen separate budgets. The governor agreed that in view of the shortage of time, he would name the Budget Committee immediately and name only the chairmen of the other two committees, with the members to be named at the next meeting of the board. For the Budget Committee he chose Mr. J. P. Huskins, chairman, Mrs. Elise R. Wilson, and Messrs. Barnhill, Britt, Cannon, Cooper, and Froelich. He also named Mr. Maceo A. Sloan chairman of the Personnel Committee and Dr. Hugh S. Daniel, Jr., chairman of the Committee on Long Range Planning. On 14 August, he named eight members of the board to each of the committees for which he had chosen the chairmen previously.

In the five weeks since the previous meeting, the staff of the General Administration had been working day and night to prepare a biennial budget which had been examined by the Budget Committee and was proposed by Mr. Huskins for approval by the board. His report covered three parts: (1) the base budget of each of the sixteen institutions for continuing their operations at the present levels of support; (2) a budget for salary increases for academic personnel based on five percent a year to be applied on the individual campuses as merit increases with an additional \$500,000 as a special fund for faculty improvement; and (3) a change budget presented in a schedule of priorities and without reference to particular institutions.

These priority listings were arrived at through many conferences with institutional representatives. The budget was amended to add \$1.5 million for the biennium to be used for student financial aid. There was general agreement that the budget represented a great achievement considering the time available, and it was expected that the budget process would be refined and adopted in subsequent years after more time for study and investigation.

At the 14 August meeting, President Friday nominated and the board elected the following presidents to the statutorily required Advisory Committee of Private College Presidents: Norman Wiggins, Campbell College; Robert Davis, Brevard College; Arthur Wenger, Atlantic Christian College; Prezell Robinson, St. Augustine's College; Raymond Bost, Lenoir Rhyne College; Ralph Scales, Wake Forest College; Terry Sanford, Duke University; and Samuel Spencer, Davidson College.

At the next three meetings of the board, they discussed and settled a number of issues. Among them was an amendment to define the word *student* for the private colleges that had been given aid for needy North Carolina students. It was decided that the same criteria would be used to differentiate between in-state and out-of-state students as had been adopted by the General Assembly to guide public institutions in assessing a different rate of tuition for in-state and out-of-state students. In the beginning the definition involved in-state residency for a period of twelve months and, in determining this, residency in an institution of higher education could not be counted. This sounded simple, but over the years a manual of over fifty pages was accumulated to assist in interpreting the regulation.

The Long-Range Planning Committee under Dr. Hugh S. Daniel, Jr., was constituted and Dr. Daniel made a report on his ideas prior to a meeting of the committee. Later in 1973 it began to assemble ideas and suggestions for the massive task that was before it.

The various committees reported from time to time, but little progress

was made in the first six months by any except the Budget Committee. The president was authorized on 10 November 1972 to enter into contracts with private colleges that were entitled to aid under the action of the 1971 Legislative Assembly.

The November meeting was the last at which the governor would preside over the board. An election was held and Mr. William A. Dees, Jr., was selected chairman of the board. This left a vacancy in the vice-chairmanship, to which Mr. W. Earl Britt was elected. Governor Scott gave a gracious and congratulatory address to the board, and he was saluted for his contribution to the restructuring.

At the January meeting of the board, Mr. George M. Wood was administered the oath of office as a new member replacing Mr. Ike F. Andrews who had been elected to the United States Congress. At this meeting the Board of Governors had its first experience with approving a bond issue and its first experience with discussing tuition rates and a special rate for nonresident students with special talents. They also took a stand against the board hearing appeals from students who had grievances, remanding such hearings to local boards.

A procedure for electing institutional boards of trustees was mentioned and Chairman Dees was authorized to appoint a committee to recommend a procedure to the board. At the next meeting on 9 February 1973 Mr. Britt, chairman of the committee, requested suggestions from members of the Board of Governors concerning procedures, and he expressed the hope that he could present the recommendations of the committee to the board at its next meeting. At the March meeting the committee was requested by Chairman Dees to continue its service and bring a slate of trustee nominees to the board. They were unable to prepare a slate by the May meeting and reported that they were trying to coordinate their appointments with the appointments of the governor. On 8 June they were still not ready to make a report, and the election had to be held before 1 July 1973. The chairman called a special meeting for 27 June at which Mr. W. Earl Britt reported that some three hundred formal nominations had been submitted for 128 places. Each nomination had been carefully considered and an attempt had been made to present a slate for each board, which, when considered with persons to be appointed by the governor, would constitute a well-balanced board. It would take into account all of the relevant factors including the need for geographic distribution, for distribution by age, race, and sex, and for assuring some continuity of experience on the board. The election was then held, and for each institution four persons were elected for four-year terms and four persons for two-year terms, a total of 128 individuals.

Mr. Kennedy was instructed to urge chancellors to have organizational meetings of their board at an early date.

Other responsibilities and issues discussed by the board at its first seven meetings included aid to private colleges, supplemental budget requests for presentation to the General Assembly, enrollment levels for the different institutions, the transfer of funds from under-enrolled to over-enrolled institutions, student aid, relations with the General Assembly in 1973, the budget of Memorial Hospital, the Code Committee, and the Committee on the Sale of Utilities.

On 14 August 1972 President Friday recommended that the Code Committee be reactivated and asked to begin work on Chapter 6, which would deal with "academic freedom and tenure." Mr. Bryant, chairman of the Code Committee, was requested by Chairman Dees to begin working on the missing chapter as soon as possible. The faculty and students of the constituent institutions had been promised full opportunity to participate in the development of Chapter 6. Over the next few months Mr. Bryant regularly reported the committee's progress. It met on 9 November 1972 and heard from twenty-two persons, including the chancellors and some chief academic officers. Two months later the committee heard from representatives of the newly organized Faculty Assembly, librarians, student body presidents, the Graduate and Professional Student Federation, the American Association of University Professors, and the *Daily Tar Heel* editor. On 16 and 17 February 1973, the Code Committee met with others who had asked to be heard, and on 15 March Mr. Bryant told the board that he hoped to have Chapter 6 ready for a vote at the April meeting. At the 13 April meeting Mr. Bryant and Dr. Dawson explained the main provisions of Chapter 6, and it was adopted after a minor amendment. A resolution was adopted calling for each institution to make a study of tenure policies and to submit its recommended policies to the president and the Board of Governors. Chairman Dees expressed special appreciation to Mr. Bryant and Dr. Dawson for their hard and productive work. The committee was asked to turn its attention to the question of committees of the Board of Governors and also to assist the president in reviewing tenure proposals.

The new Chapter 6 was entitled "Academic Freedom, Rights and Responsibilities" and was organized around the following sections: Freedom and Responsibility in the University Community; Academic Freedom and Responsibility of Faculty; Academic Tenure; Due Process in the Suspension or Discharge of Faculty; and Students' Rights and Responsibilities.

The *Code* required each of the constituent institutions to enact policies and regulations governing academic tenure for faculty including permanent tenure. In addition to the action on Chapter 6, Section 903 of the *Code*, Equal Employment Opportunity, was deleted and Section 103, "Equality of Opportunity in the University" was added. Additions and changes in the *Code* were made from time to time over the next decade.

On 4 September 1973 a revision of Chapter 3, Section 301, established the following standing committees: Budget and Finance; Educational Planning, Policies and Programs; Personnel and Tenure; and University Governance. Their duties and responsibilities were set forth in the subsection establishing each committee. After this action, all proposals for changing the *Code* were referred to the Committee on University Governance, which sometimes joined with other committees in recommending changes. The work of the four committees is discussed in Chapter 13.

The disposition of the utilities system of the University of North Carolina at Chapel Hill, including electric, telephone, water, and sewerage facilities, had been proposed by a commission authorized by the General Assembly during the turbulent session of 1971. Governor Scott appointed Senator John Church chairman of the commission. Vice Chancellor for Business and Finance Joseph Eagles was convinced that the time had come for the university at Chapel Hill to get out of the utilities business and succeeded in getting the issue before the General Assembly. The report of the commission came while the restructured University of North Carolina was in its first month of operation. The Board of Trustees at Chapel Hill, which was also just beginning, recommended to the Board of Governors that it approve the Church Commission's recommendations in full and that the Board of Governors: "delegate to the Board of Trustees of The University of North Carolina at Chapel Hill the authority assigned to the former Executive Committee of the former Board of Trustees of The University of North Carolina under Section 5 of Chapter 723 of the 1971 Session Laws, with the understanding that appropriate attention will be given to the interests of the State of North Carolina, the University at Chapel Hill, the employees of the Utilities Division of the University and the customers of the Utilities Division."

On motion of Mr. George Watts Hill, Sr., President Friday's recommendation that a committee be appointed to meet with a committee from the Board of Trustees of the University at Chapel Hill, representatives of the chancellor's staff and of the president's staff was authorized on 14 August 1972. Governor Scott appointed Mr. William A. Dees, Jr., chairman, and Messrs. Arch T. Allen, Victor S. Bryant, George Watts Hill, Sr., William A. Johnson, J. Aaron Prevost, and Thomas J. White, Jr.

The committee recommended on 8 September that the report be adopted with a reservation to the effect that the Church Commission consider as an alternative to selling the utilities the creation of a university-owned corporation. This change was inserted after Mr. George Watts Hill, Sr., had made an eloquent and spirited appeal for the adoption of a plan that would not remove the utilities from the ownership of the university and, as he argued, require the patrons of the utilities that had been

built on a "pay as you go" basis to pay for them over again in increased rates to compensate companies that might purchase the utilities. Mr. Hill also argued that the Board of Governors should not delegate to the Board of Trustees the responsibility for disposing of the utilities with a value of over \$40,000,000 when under ordinary circumstances the Board of Governors would take jurisdiction over a transaction involving any amount in excess of \$50,000. The real issue was whether the utilities should be retained as endowment for the university at Chapel Hill, or sold and the proceeds used for endowment or other purposes. The business management at Chapel Hill preferred the latter. The risk that the General Assembly might want to share in the proceeds was not seriously considered.

In the course of the discussion, Mr. Dees, chairman of the committee, was asked where the final authority to decide the disposition of the utilities would lie if the board should vote to adopt the report of the committee. According to the minutes, he replied: "If the report were adopted, the matter would go back to the Church Commission, which would then consider again the various possibilities and arrive at a plan for the disposition of the utilities. This plan would be presented to the Board of Trustees of The University at Chapel Hill. If approved by that Board, it would go to the Governor and Council of State for final action. The matter would not come back to the Board of Governors. Any receipts from the disposition would go to the University at Chapel Hill." The report with the proposed amendment was adopted.

The Church Commission, according to a report by Mr. Dees, following the receipt of the recommendations made by the Board of Governors, decided to go into the question of the best way of divesting the university of the utilities once more. The Commission was considering, he said, among other possibilities, the creation of one or more regional or university-owned authorities. Mr. Hill, Sr., reported to the Board of Governors on 12 January 1973 that he had attended a meeting of the Church Commission on 27 November 1972. An opinion of Assistant Attorney General Lake was read which stated that the Church Commission "does not have the authority under Chapter 723 to undertake further studies into the disposition of University utilities . . . after the Commission has made its study and submitted final report and recommendations to the Board of Governors for approval within the time specified in said act."

Senator Ralph Scott, a member of the commission, then presented a resolution authorizing Chairman Church to appoint committees to proceed with negotiations for the sale, lease, rental transfer, or to "consider any additional or alternate plans including an authority or University-owned corporation which may be proposed to the Commission" to report

not later than 1 March 1973 and to develop a prospectus for disposition of the various utilities. Senator Scott's resolution was approved by a vote of 6-5. Two committees, one for water and sewerage facilities, and the other for electric and telephone facilities, were appointed. Resolutions were approved by both the Town of Chapel Hill and the Town of Carrboro, asserting the right to franchise or to refuse to franchise any utility serving their people. The two towns had appointed a task force, and Orange County had joined to study how local interests might best be protected.

Final arrangements for the sale of the utilities operated by the university at Chapel Hill were approved by the Chapel Hill Board of Trustees on 11 June 1976. The sale of the telephone, electric, water, and sewerage systems brought \$44,065,238. Of this amount, the General Assembly required \$10,000,000 to be transferred to the State General Fund leaving \$34,065,238 to accrue to the university at Chapel Hill. At the time of the sale, the university was required to place \$4,938,520 in escrow to cover potential property tax liability in a case then pending between the university and the towns of Chapel Hill and Carrboro and Orange County. On 15 July 1980 the Supreme Court of the State of North Carolina ruled that the university was not subject to property taxes on its utility holdings. In the meantime, however, the Internal Revenue Service had informed the university of its intent to assess federal taxes against the utility operations, and the escrow fund was redesignated to be held against the potential federal tax liability. Later a tax payment was made to the federal government and a formal claim for refund was made at the same time. By 1986 the federal government had given up its claim in this matter and refunded the payment.

The legislation that authorized the sale of the utilities system provided that the proceeds the university at Chapel Hill was authorized to retain be utilized "for such projects and purposes as may be approved by the Board of Trustees of The University of North Carolina at Chapel Hill, by the Board of Governors of The University of North Carolina and by the Advisory Budget Commission." There was an authorization of \$23,836,718 for a new central library. The amount of \$5,660,000 was authorized for the renovation of the Wilson Library, and \$3,730,000 was designated for an addition to the Health Affairs Library. All income earned by the state treasurer from the investment of the proceeds of the sale prior to their disbursement was credited to the State General Fund. The \$4,938,520 that had been paid to the Internal Revenue Service included \$4,100,000 that had been transferred from the utility operating reserve available at the time of the sale. When the \$4,938,520 finally became available in 1986, it was allocated by the Board of Governors for the renovation of the Ackland Building, for a facilities-support building, and for advance planning on the replacement of the power plant.

Almost fourteen years after the Board of Governors made one of its first important decisions, the case of the disposition of the utilities system of the University of North Carolina at Chapel Hill reached its conclusion.

There were other accumulated problems that had to be considered in advance of the substantive planning that was a main mission of the Board of Governors. Among these were the expansion of medical education, the education of veterinarians, and relationships with the Civil Rights Division of The Department of Health, Education and Welfare. There were also other secondary and less pressing problems, such as suggestions that another law school should be established by the Board of Governors, and for nursing education opportunities in the university, and the preparatory studies that would have to be made before long-range planning could be meaningful. Among the latter was an academic program inventory to include every program offered by each of the sixteen constituent institutions.

Expansion of Medical Education

IT has already been pointed out that in 1965 the General Assembly, without seeking advice from the Board of Higher Education, acted to create a school of medicine at East Carolina College. During the period of confusion when many changes were being made in the status of the public institutions, this action of the General Assembly was a subject for frequent discussion, especially among eastern North Carolina political leaders. It has also been mentioned that the Liaison Committee on Medical Education of the American Medical Association and the Association of American Medical Colleges did not look with favor upon this proposal; however, under the insistent leadership of President Leo Jenkins, East Carolina made another proposal for a two-year medical school to the Board of Higher Education. Once again, the Liaison Committee on Medical Education reported that developments at East Carolina University did not justify this action.

The Board of Higher Education, we have seen, made a comprehensive report on medical education that included a recommendation for the first year of medical training to be taught on the East Carolina campus in conjunction with the medical school of the University of North Carolina at Chapel Hill. Governor Scott, who did not want his plans for restructuring higher education to be confused by the medical school issue, consented to back a one-year medical school at East Carolina University, thus defusing efforts in the General Assembly by East Carolina University partisans to continue pushing for a two-year medical school. He warned the proponents of East Carolina that if they continued to hold out for a two-year school, the institution could come away with nothing. The Board of Higher Education contributed to clearing the way for East Carolina University to seek legislative authorization for the program by proposing an appropriation of 1.4 million dollars for the first-year medical school with the mandate that students who completed the program be admitted to the second year of the medical school at Chapel Hill. The General Assembly of 1971 provided the funds, and in the fall of 1972, shortly after the Board of Governors became responsible for the restruc-

tured university, the first class of twenty students was enrolled. They were chosen from some two hundred applicants and included nineteen men and one woman—all from North Carolina. Sixteen full-time faculty members, two of whom had been at East Carolina University previously, were there to teach the twenty students.

There had been concern in North Carolina for many years over the low per-capita ratio of physicians to population. This was a motive for the Good Health Campaign after World War II that resulted in a greatly improved system of hospitals and in the elevation of the two-year medical school of the University of North Carolina to four-year status in 1952. North Carolina was still near the bottom of the list of states with a ratio of only sixty-nine physicians in private practice per 100,000 civilian population in 1969. Some rural counties were without access to the services of a physician. There was general agreement that more medical doctors were needed. By 1968, the medical school at Chapel Hill was planning to increase its entering class from seventy-five to one hundred students in 1970, and to one hundred and sixty in 1976 to help meet the crisis.

In 1969 the Board of Higher Education, perhaps prodded by East Carolina University's campaign for a medical school, issued a report entitled "Shortage of Doctors in North Carolina." The report emphasized the complexity of the problem, the need for expanding the enrollment of the University of North Carolina School of Medicine, the necessity of providing state aid to the Duke and Wake Forest Medical Schools in exchange for their increasing the enrollment of North Carolinians, and the importance of continuing the contract relationship with Meharry medical school. The report also recommended that the question of the East Carolina University school of medicine be referred to the Board of Higher Education.

This was followed over the next five years by at least five other reports, one a monumental study by an out-of-state panel of consultants, which made a number of useful recommendations but also cautioned that the problem could not be solved with more doctors alone. There were many facets to the problem they pointed out, among them the life style of the people, income, distribution of doctors and other health professionals, and efficiency of the health delivery system. A new medical school was low on their list of priorities.

By the time the problem of improving health care and increasing the supply of physicians became the responsibility of the Board of Governors, it was a highly divisive issue. To much of eastern North Carolina, the solution was simplistic: "Give us a medical school at East Carolina University to train family practitioners for our rural areas and our problem will be solved." Fortunately, as the dynamics of the new school

pushed that issue to achievement, it was possible to secure support for some other innovations that are now both improving the quality of health care and increasing the supply and distribution of physicians.

On 23 June 1972, just before the Board of Governors set out on its mission, President Friday reported that East Carolina University had submitted what it described as the "logical next step toward the eventual establishment of a degree-granting medical school," a request for budgetary support during the 1973-75 biennium for the addition of the second year of medical education to its one-year program. In the proposal it was argued that a second year of medical education would provide greater access for a larger number of North Carolinians; that it would provide for larger enrollments and thus greater economy in the program; that it would expand medical services to the eastern part of the state; that East Carolina University would attain the necessary status to become eligible for federal funds under the Health Professions Educational Assistance Act and from private foundations; and that it would relieve the University of North Carolina at Chapel Hill medical school of the obligation to reserve places in its second-year class for East Carolina transfers. The one-year medical program had caused considerable confusion in the medical school at Chapel Hill which had been required by law to transfer the graduates of the one-year program at East Carolina University to its second-year program. Dean Fordham of the medical school at Chapel Hill and his associates were forced to deal with this odd situation—a second-year class larger than a first-year class.

The Board of Governors responded to the East Carolina University request while it was still the Planning Committee. After consulting with officials of East Carolina University and of the three medical schools in the state, President Friday asked the Planning Committee to authorize Governor Scott to appoint a committee to study the proposal. Mr. Robert B. Jordan III was named chairman of the committee, which made a thorough investigation, extending over the next six months, and reported its findings to the Board of Governors on 12 January 1973. The committee made the following recommendations: (1) that the Board of Governors "consider seriously the establishment of a new degree-granting school of medicine which would emphasize the training of primary-care physicians," and in view of this recommendation they further recommended that the Board of Governors "commission the appointment of a team of experienced and qualified national consultants to evaluate the need for an additional degree-granting school of medicine within The University of North Carolina"; (2) that support for North Carolina residents attending Duke and Bowman Gray schools of medicine, which had been initiated by the Board of Higher Education, be increased to \$5,000 each for 1973-75 and \$6,000 for 1975-76 in return for reserving

more spaces for North Carolina students and that support of students in Meharry Medical College of Fisk University in Nashville, Tennessee, be continued; (3) that the University of North Carolina medical school increase the size of its entering class to 140 in 1975 and to 160 in 1980, and that it seek \$11.5 million in capital funds from the legislature for 1973-75; (4) that a standing committee of the board on health sciences be established; and (5) that staff knowledgeable in the health sciences should be added to the General Administration staff. The report of the committee was adopted unanimously, and the first three recommendations were subsequently carried out.

The Jordan Committee also recommended that the report of the consultants should be carefully studied before committing tax resources to a second year for the medical school at East Carolina University and, consequently, that this request should be disapproved. During the presentation of the Jordan Committee report, it developed that "between 100 and 150 petitions or resolutions that had been adopted by cities, towns and civic groups urging support of the East Carolina Medical School" had been submitted. Thus, the pressure was being applied, but the request was postponed.

In March 1973 the North Carolina Medical Society released a report that concluded that East Carolina University's medical school should be abolished and that no new four-year medical school was needed in the state. On 22 May this was endorsed as the policy of the Medical Society. Obviously, opinion throughout North Carolina on the policy to follow respecting the founding of a medical school at East Carolina University was becoming polarized.

In August 1973 an accreditation report of the Liaison Committee on Medical Education dealing with the accreditation of the medical school at the University of North Carolina, which was responsible for the East Carolina University one-year program, stated that "the East Carolina University Medical School is seriously lacking in acceptable quality in its present form" and that the University of North Carolina at Chapel Hill medical school "must have adequate quality control" over the medical program at East Carolina University. In the meantime, the panel of distinguished medical educators, with Dr. Ivan L. Bennett, Jr., vice president for health affairs and dean of the School of Medicine of New York University as chairman, recommended by the Jordan Committee, had been selected and had conducted a study that began 13 April 1973. On 21 September 1973 it submitted a report to the Board of Governors entitled "A Statewide Plan for Medical Education in North Carolina." Like the earlier Board of Higher Education Report and the Jordan Committee Report, the report recommended increased state support for the Duke University, Bowman Gray, and Meharry medical schools. Other recom-

mendations were as follows: (1) that the Board of Governors continue to build upon the concept of Area Health Education Centers (AHECs) so that 250 to 300 additional "primary care residencies be established as quickly as possible"; (2) that the Board of Governors explicitly assign to the University of North Carolina at Chapel Hill medical school "clear responsibility and authority for all programs of undergraduate, postgraduate and continuing medical education within The University of North Carolina System" and that it have "the direct administrative and operating responsibility for upgrading and maintaining the existing one-year medical program at East Carolina University with firm authority over admission and promotion of students, selection and appointment of faculty, redesign of curriculum and budgeting for operations as well as capital expenditures"; (3) "that there be no commitment of State resources for the establishment of a new four-year medical school within The University of North Carolina"; (4) that "if improvement in the [ECU] program occurs and is sustained and if the development of additional capacity within the State to give clinical education to medical students warrants, it may then become feasible and desirable to further expand class size and to add a second year of medical education to the program."

On 27 September the Board of Governors in a special session, after much discussion, passed a motion by a vote of 22-8 directing President Friday to "outline a program for consideration by the Board of Governors consistent with the recommendations of the panel of medical consultants, with appropriate budget recommendations."

President Friday's program was considered by the board on 16 November 1973. After considerable argument, it was approved by a vote of 22-7. Among its recommendations were \$29 million to expand five AHECs and to establish four new ones, an innovation the panel of consultants endorsed with enthusiasm; \$90,000 to establish fifteen medical scholarships for qualified but financially disadvantaged North Carolinians, a significant innovation; and \$277,000 to strengthen the medical program at East Carolina University.

The Board of Governors passed a motion on 11 January 1974, authorizing Chairman Dees to act as the board's official spokesman, "to take all such actions as he deems appropriate to place before the Legislature, the citizens, and the press of the State the findings and conclusions of this Board with respect to the medical education and health care needs of the State."

While the Bennett Panel of consultants was preparing its report, the legislature in the spring of 1973, passed two resolutions bearing on the medical manpower problem. One of the resolutions directed the Joint Committee on Health of the General Assembly to make an interim study of manpower shortages in the medical care delivery system in North

Carolina. The other set up a Joint Legislative Commission on Medical Manpower and charged it with holding public hearings and reviewing "all pertinent reports and documents, as well as past and presently proposed legislative actions, related to the problem of medical manpower in the State and including, specifically, the anticipated report of the medical consultants group employed by the Board of Governors of The University of North Carolina." It was directed to report its findings and recommendations to the General Assembly in January 1974. This was apparently a watchdog committee to monitor the activities and recommendations of the Board of Governors in this field.

In December 1973, the *Report of the Medical Manpower Study Commission* to the 1974 session of the legislature was issued. This combined the efforts of the two study groups that had been appointed by the General Assembly in the spring of 1973. The *Report* was critical of many previous efforts of the various study committees. It came to a different conclusion concerning the possible productivity of the one-year medical program at East Carolina University from that recommended by the medical consultants. It argued that the costs of starting a new medical school had been exaggerated, and it stated that the most practical and economical approach to solving health care problems in North Carolina would be the expansion of the medical school at East Carolina University. The *Report* of the two commissions accurately reflected the point of view of the legislature.

Mr. Dees reported to the board on 8 February that he had held numerous meetings with legislators individually and in groups. He had prepared for legislators a summary of the board's plans and its benefits. He had made numerous speeches and had asked others to speak in explanation of the board's position.

The efforts of Mr. Dees and others who sought to convince the General Assembly to accept the board's plan with respect to the East Carolina medical school, were to no avail. On 8 March Mr. Dees reported to the board on a bill that was approved on 26 February 1974 by the Joint Appropriations Committee and included by the committee in the General Appropriations Act. The action may have been influenced by the *Report of the Medical Manpower Commission*. Copies of the action of the Joint Appropriations Committee were available for all members of the Board of Governors. The part affecting the university had been drafted by Senator Ralph H. Scott and Representative Carl J. Stewart. It was subsequently adopted on 8 April (Chapter 1190, 1974 Session Laws) and Section 46 provided the following:

The Board of Governors of The University of North Carolina is hereby directed to submit to the General Assembly in its operating

budget for the 1975-76 fiscal year comprehensive plans: (1) to expand as soon as practicable the program of first-year medical education at the East Carolina School of Medicine, and (2) to add a second-year program of medical education at the East Carolina University School of Medicine, and (3) that concentration be placed upon the training of family physicians, and (4) that special efforts be made to encourage the recruitment and medical education of racial minorities.

The University of North Carolina School of Medicine at Chapel Hill and the East Carolina School of Medicine shall work cooperatively toward full accreditation of the expanded Medical Education Program at East Carolina University to the end that its graduates may transfer freely to other units of The University of North Carolina School of Medicine.

The act appropriated \$7.5 million to the board to erect a basic medical science building at East Carolina University.

President Friday asked Chancellor Jenkins to make a recommendation for implementing the requirement that the two institutions work cooperatively toward accreditation. He responded requesting that responsibility for the planning be assigned to him. Chancellor Ferebee Taylor and Dean Fordham concurred in and supported Chancellor Jenkins' proposal.

President Friday asked approval of placing the planning for a free-standing two-year medical school under Chancellor Jenkins provided that it meets the consent of the accreditation authorities. The Board of Governors approved, and President Friday filed with the Liaison Committee on Medical Education a formal request that planning for the expansion of the East Carolina School of Medicine be delegated to that institution and that the planning be directed toward the establishment of a separately accredited two-year program whose students would transfer to the School of Medicine at Chapel Hill to complete their degree requirements.

Dr. Glenn Leymaster, secretary of the Liaison Committee, informed President Friday that "the proposed free-standing, two-year Medical School with guaranteed access to The University of North Carolina Medical School at Chapel Hill does not fit the criteria of programs in the basic medical sciences which the Liaison Committee will consider for accreditation."

President Friday had no alternative to assigning the responsibility for planning to the School of Medicine at Chapel Hill. On 16 July 1974 he sent a memorandum to Chancellor Jenkins, Chancellor Taylor, and Dean Fordham, in which he assigned to Dean Fordham "sole responsibility for all planning for the implementation" of the cooperative program. Furthermore, in the memorandum he also directed that, "consistent with the

requirements of accreditation, the East Carolina University School of Medicine will be administered as a component of the School of Medicine of the University of North Carolina at Chapel Hill."

It was recognized that time was short for the scope of the task required. Dean Fordham and his colleagues worked closely with the administration and medical faculty of East Carolina University. They recognized that the clinical sciences were of basic importance to the expansion of the program, and, consequently, the medical staff and trustees of the Pitt County Memorial Hospital also participated in the planning effort. More than one hundred meetings were held between members of Dean Fordham's staff and representatives of East Carolina University and the Pitt County Memorial Hospital.

The task assigned to Dean Fordham was to address Section 46 of the act which directed the Board of Governors of the University of North Carolina to submit to the General Assembly in its operating budget for 1975-76 comprehensive plans:

1. to expand as soon as practicable the program of first-year medical education at the East Carolina University School of Medicine;
2. to add a second-year program of medical education at the East Carolina University School of Medicine;
3. to place concentration upon the training of family care physicians; and
4. to encourage the recruitment and medical education of racial minorities.

The University of North Carolina School of Medicine at Chapel Hill and East Carolina University School of Medicine were directed to work cooperatively toward full accreditation of the expanded medical program at East Carolina University.

On 8 November 1974, Dean Fordham made a comprehensive statement of the findings of his study group over the previous four months entitled, "A Report to President Friday on Planning for the Implementation of Section 46."

With respect to administrative structure, it was found that the East Carolina University administration wanted a structure which appeared to modify the arrangements established by President Friday. Specifically, they wanted the authority of the program to be clearly vested in East Carolina University with the vague understanding that the ultimate responsibility for the program would rest with the School of Medicine in the University of North Carolina at Chapel Hill.

When they began discussing curricula, it was soon revealed to Dean

Fordham and his associates that the second-year curriculum at Chapel Hill was unacceptable to the medical faculty and administration of East Carolina University and to the representatives of Pitt County Memorial Hospital. Chancellor Jenkins went so far as to write an article for the *News and Observer* dated 9 October 1974, revealing that "we received a copy of a tentative proposal from the planning group of the University of North Carolina School of Medicine. We, at East Carolina University, cannot support such an approach." The firm suggestion was that the plans developed by the East Carolina University medical faculty, when it was assumed that the initial planning responsibility would rest with the institution, spoke directly to the mandate of the General Assembly.

Dean Fordham stated that "it should be clear from the study of this report that only the plan developed by the East Carolina University Medical Faculty was acceptable to" that faculty, to the East Carolina University administration, and to the Pitt County Memorial Hospital. "Therefore, only the East Carolina University plan could be set forth as feasible to implement Section 46."

When the clinical resources for medical education beyond the first year were explored, it was clear that there was no firm commitment from the Pitt County Memorial Hospital, and that it was probable that a teaching hospital would have to be constructed to implement the second year. Requirements were estimated for each of the following: faculty by discipline specialties, including support staff; interim and permanent facilities; and both capital and operating budgets. The possible coordination of the medical education programs at East Carolina University with the developing Eastern Area Health Education Center (AHEC) was also explored.

When all of the elements that would be needed to implement Section 46 were summarized, they included the following: faculty requirements, 66; interim space requirements (1975-79), 38,820 square feet; permanent physical facilities requirements for fifty medical students in each class of a two-year school, 163,000 net square feet; and a 200-bed teaching hospital (not specified by the East Carolina University medical faculty plan).

It was estimated that the total operating budget including expansion of the Health Affairs Library would amount to \$1,074,000 in 1974-75, \$2,516,000 in 1975-76, and \$3,437,000 in 1976-77. It was further estimated that \$25,245,000 would be necessary for permanent improvements as planned by the East Carolina University medical school faculty and an additional \$20 million for a 200-bed teaching hospital that Dean Fordham's team recommended.

Dean Fordham pointed out "it should be noted that implementation of Section 46 as described will not add to the output of doctors for the State." He did not point out clearly, however, that the fifty graduates of

the two-year program, who would have to be transferred to the medical school of the University of North Carolina at Chapel Hill, would result in a corresponding reduction of the total potential at Chapel Hill.

President Friday used the data included in Dean Fordham's study and added other material which he presented to the Committee on Educational Planning, Policies and Programs and the Committee on Budget and Finance on 8 November 1974. He then presented it to the Board of Governors on 15 November in a document entitled, "The Expansion of the East Carolina University School of Medicine," which covers pages 46-72 in *Volume V, The Minutes of the Board of Governors*.

President Friday analyzed everything that would have to be done to implement Section 46 and provide for an enrollment of fifty second-year students by 1979-80. He pointed out that the estimated annual operating costs of the two-year school of medicine would be in the order of five million dollars when it reached full enrollment, and he estimated further that capital expenditures required to implement the program would be approximately \$25.2 million without a teaching hospital and \$45.2 million if the hospital should be added. For all of these purposes, the Board of Governors had available at that time \$15 million. He concluded as follows:

Thus, by 1979-80, the State would have in operation a program in which twenty-five to forty-five million dollars would have been expended for construction projects and for which annual operating costs would be five to ten million dollars (the operation of a 200-bed teaching hospital would require an estimated five million dollars annually from State funds).

This level of effort—regardless of whether one assumed a teaching hospital—is an investment which should produce significant benefits. In its present status, however, this plan will not, despite the costs incurred, increase the output of physicians in North Carolina or add to medical educational opportunities available to North Carolinians.

President Friday emphasized that when the School of Medicine at East Carolina University enrolled fifty first-year and fifty second-year students, those students would have to transfer to a degree-granting school to complete undergraduate medical training. Both Section 46 and the accreditation agreements contemplated that these students would transfer to Chapel Hill. He noted that the "enrollment capacities of the School of Medicine at Chapel Hill have been established and approved" by the Liaison Committee on Medical Education for the next decade. He continued:

The capability does not exist, nor is it planned, to provide additional facilities and resources to accommodate a net increase of a

hundred students in the third and fourth-year classes. Either Chapel Hill must limit its enrollment in the first and second-year classes considerably under its capacity or some other provision must be made for the third and fourth years of training in the School of Medicine at East Carolina University. The scale of inefficiency implicit in the proposed expansion of the East Carolina University program to implement Section 46 thus presents an entirely new situation.

After emphasizing that the implementation of Section 46, in accordance with the plan presented in his report, would not produce benefits to the state commensurate with its costs, he stated that in his judgment the benefits would result only if resources were provided for additional third- and fourth-year places at East Carolina University. He estimated that the resources needed beyond those that would be required to implement Section 46 would be \$5 million for capital improvements and \$5 million for operations.

Mr. William A. Johnson, vice chairman of the Committee on Educational Planning, Policies and Programs, presented the report on medical education in the absence of the chairman, Dr. Hugh S. Daniel, Jr. After an overview of the president's report, he moved:

(1) that the Board of Governors authorize the development of a four-year, degree-granting School of Medicine at East Carolina University and that it further authorize the enrollment schedule for such development as set forth on page 23 of the President's report; and

(2) that the Board of Governors recommend to the 1975 General Assembly, as the comprehensive plans required for implementation of Section 46, that additional appropriations of \$35,245,000 be provided for capital construction projects, and that additional appropriations of \$1,442,278 be provided for 1975-76 and \$2,363,337 for 1976-77 for current operations; and

(3) that the Board of Governors authorize the President to take the necessary steps, as set forth in his report of November 8, 1974, to implement this program.

Dr. E. B. Turner seconded the motion and a debate ensued. Mr. Victor S. Bryant submitted a statement in which he argued that the Board of Governors should report the facts to the legislature without making a recommendation. He contended that, "The Legislature having already taken action on the matter of the two-year school, the question of whether the State should expand this into a four-year medical school should be a legislative decision." He had some support for this point of view, but eventually the motion passed with five dissenting votes. The discussion was

closed with a statement from Mr. Thomas J. White, Jr., that "at long last, I have the privilege of supporting a medical school proposal at East Carolina University without reservation."

President Friday was overheard to remark, after the approval of his recommendations, that the university could not tolerate a second-class medical school. If East Carolina was to have a four-year, free-standing medical school, he stated that he intended to do all that he could to make it an excellent school.

Despite the budgetary stringency of 1975-77, when only token salary increases were granted and severe retrenchments in the state budget were required, the General Assembly approved the funding for the East Carolina four-year medical school. In addition, as will be discussed below, the other facets of the statewide plan for medical education were also supported by the General Assembly. The medical manpower commission had placed its stamp of approval on much of the statewide plan.

On 10 June 1975 President Friday reported to the Board of Governors that Chancellor Jenkins had informed him that East Carolina University would not pursue accreditation until 1976, and President Friday thought that this was a wise decision. The Liaison Committee on Medical Education visited East Carolina University on 1 and 2 March 1976 and identified several important areas where progress was needed: among these were faculty recruitment, appointment of key department chairmen, development of residencies, and formal approval of the affiliation between East Carolina University and Pitt County Memorial Hospital. Progress was made on the latter problem, and an affiliation agreement providing for the utilization of the Pitt County Memorial Hospital as the primary teaching hospital for East Carolina University School of Medicine was entered into on 17 December 1975 by the Board of Trustees of Pitt County Memorial Hospital, the Board of Commissioners of Pitt County, and the Board of Governors. This agreement was amended in February 1977.

Under the leadership of its new dean, Dr. William E. Laupus, during 1975-76, an extensive expansion of the hospital was launched. The school occupied the renovated Ragsdale Building, and also made progress toward assembling a professional staff and building a medical school library. In 1976-77, the School of Medicine was awarded accreditation by the Liaison Committee on Medical Education and was given approval to enroll its first four-year class on 22 August 1977. During that year the School of Medicine also completed the recruitment of chairpersons for its major basic science and clinical departments. Relationships between the East Carolina University medical school and the Eastern Area Health Education Center were strengthened.

In 1978 the Liaison Committee on Medical Education gave the East Carolina medical school permission to enlarge the first-year class to 36

students, and the approval of residency training programs was received by six departments in the school. During "1978-79, the school had thirty residents in training with a roster of fifty-five residents scheduled to begin training July 1, 1979." The year 1979-80 was notable for further development of the school. Among the highlights were the installation of the whole-body computerized-tomography (CT) scanner, the completion of the cardiac-catheterization laboratory, and the opening of the Bethel Family Practice Clinic. The construction of the 166-bed tower at Pitt County Memorial Hospital was underway, and progress toward the completion of the Brody Medical Science Building had been made.

The School of Medicine reached a major milestone in its development with the graduation in the spring of 1981 of its first class of twenty-eight North Carolinians who were awarded the M.D. degree. The School of Medicine also achieved that year full unqualified accreditation for four years by the Liaison Committee on Medical Education. In 1981 the 150 full-time faculty members had a productive year in research and other scholarly pursuits. The school received almost \$4 million in grants and contracts to aid research efforts. In the fall of 1981, fifty-two first-year students were enrolled, bringing the medical school enrollment to 172, and the Liaison Committee on Medical Education granted approval to increase the class size to sixty-four in 1982.

In November 1982 the new bed tower for Pitt County Memorial Hospital was completed and opened for patient care. These additional beds plus the expansion of the in-patient psychiatric unit increased the capacity of the hospital to 545 beds. The Brody Medical Science Building was dedicated on 29 October 1982. Plans for the radiation therapy center were completed in late 1982. The six residency training programs had ninety-three residents with thirty-four completing residencies in June 1983.

The medical school had reached a degree of maturity that few would have predicted a decade earlier. It had run the gauntlet of a series of experts, few of whom recommended it. The school was achieved out of the persistent and sometimes abrasive efforts of Chancellor Jenkins and many leaders in eastern North Carolina who considered it essential to the further development of their region. To reach this dream for eastern North Carolina, the state of North Carolina invested \$50.2 million in capital funds. By 1985-86, the annual operating budget had reached \$37,400,000.

When the Board of Governors created the panel of medical consultants headed by Dr. Ivan L. Bennett, Jr., it was motivated by the push for a medical school at East Carolina University; however, it had a much broader objective, which was to alleviate the difficulty of obtaining physician services and gaining ready access to medical care. The panel of medical consultants proposed a statewide plan for medical education in

North Carolina, and while it did not recommend the expansion of the one-year program at East Carolina University, it did recommend some other facets of a statewide plan that subsequently had a great impact on making services available on a wider base.

The committee, when it first addressed its task, was astonished. In the report, they stated, in discussing the climate they found with respect to improving access:

We were quite surprised, however, to discover that public consideration of possible action to improve medical care in North Carolina was narrowing, with singleminded intensity into a protracted, often acrimonious, partisan and regional political debate concerning the specific proposition of establishing a new, degree-granting School of Medicine at ECU. The result of this sharp focus brought about by apostolic advocacy for a single possible step has been that several additional alternatives and potentially-effective measures that deserve careful consideration lately have received scant attention.

In their recommendations, they did not mention expansion in enrollment of the medical school at Chapel Hill since that was already underway and had recently been increased from an entering class of 70 to 110 and subsequently was further increased to 160.

Its first recommendation and the one that it appeared to endorse most enthusiastically was as follows:

We recommend that the Board of Governors prepare a plan to build upon the concept of AHECs (Area Health Education Centers) and to develop a Statewide system of medical and health education, based in hospitals in all regions of the State, and organized in such a fashion to provide resources to enable the Duke University School of Medicine and the Bowman Gray School of Medicine to share with the UNC-CH School of Medicine in the task of implementing the plan, using the expertise, experience, and educational resources of all three institutions in an organized fashion, integrated into a Statewide effort.

One of the problems that had been stressed most by those who argued for another medical school was the need for more family practitioners or for more medical services in the smaller communities in the state. A simple solution envisaged by many was to build a medical school in the section of the state where services were needed and commission it to concentrate on training family practitioners. The panel of medical consultants pointed out that the hope for increasing medical services on a statewide basis within a decade would have to be based on physicians who

were then in training or had recently graduated, and that this could best be accomplished by establishing as many as 250 to 300 primary-care residencies throughout the state and expanding the facilities available for the clinical training of medical students. This articulated with efforts that were already underway in the medical school at Chapel Hill. The medical school had been sensitive to the underserved areas in the state, and as it increased its enrollment had experienced the need for more clinical facilities. As early as 1967 it had made an affiliation agreement with Moses Cone Hospital in Greensboro. The North Carolina Regional Medical program in 1968 provided \$209,000 for community training. In 1969 and 1971 the North Carolina General Assembly provided a state appropriation for the cost of providing clerkships to fourth-year medical students in community hospitals. An affiliation agreement was entered into in 1970 with Memorial Hospital in Wilmington and in 1971 with Charlotte Memorial Hospital, Wake Memorial Hospital, Nash General Hospital, and Edgecombe General Hospital. At about this time the Comprehensive Health Manpower Training Act of 1971 made it possible for the federal government to begin assistance for AHEC Programs. In June 1972 the School of Medicine of the University of North Carolina at Chapel Hill was awarded a five-year, \$8.5 million contract to establish three AHECs.

An Area Health Education Center (AHEC) was a cooperative arrangement between the university and an area of the state centered usually in a hospital that contracted with the university for a variety of health services. The area in turn provided the university with educational opportunities for its students and residents. The cooperative arrangement involved various allied health fields, dentistry, medicine, nursing, pharmacy, and public health. Library facilities were also provided and the university used state funds for providing teaching space. The AHECs were by no means uniform in the services they rendered; however, they all provided some extension of health services to communities and made available teaching opportunities in the service fields. Over the years, they matured and came to be greatly cherished in all of the areas that they served.

In 1974 the Board of Governors proposed to the legislature a budget that provided for the expansion of the three centers that had been funded by the federal government and the expansion of the program to include six new centers which would complete a statewide network. The legislature appropriated over \$24,000,000 for capital improvements and over \$4,600,000 for operating funds.

The General Assembly also provided for the establishment through the AHEC program of 300 medical residency positions. These were distributed among four primary-care specialties: internal medicine, pediatrics, obstetrics-gynecology, and family medicine.

The statewide AHEC Program brought into the program the other medical schools in the state: Bowman Gray School of Medicine was the primary affiliate for the northwest AHEC; Duke University Medical Center became the primary affiliate for the Fayetteville AHEC; and East Carolina University School of Medicine together with its Nursing Allied Health components became the primary affiliate for the eastern AHEC; the University of North Carolina School of Medicine at Chapel Hill was responsible for the Greensboro, Mountain (Asheville), and Wake AHECs, combined with its responsibility for the three original centers at Charlotte, Wilmington, and Area L (Tarboro). The program developed affiliations with the University of North Carolina at Chapel Hill Schools of Pharmacy, Dentistry, Nursing and Public Health to provide well-rounded services in community-based education. Later other campuses of the University of North Carolina entered into agreements with AHECs that serve their regions. As a result of these arrangements, the universities and the AHECs were able to develop and expand off-campus training for their students in clinical sites throughout the state. The AHEC library services were developed in cooperation with the four university health science libraries.

Programs in continuing education were developed and offered for health-professional personnel in all of the centers.

In the early days of the program, it was supported at the ratio of 55 percent state funding and 45 percent federal funding. By 1983-84, the proportion was 65.9 percent state funding, 33.7 percent local funding, and only four-tenths of one percent federal funding. In 1984 the state appropriated funds in support of the AHEC Program amounted to over \$23,000,000 annually.

The university's health services are extended throughout the state by a fleet of five Piper airplanes that in a recent year flew more than 4,200 trips and landed more than 30,000 times in over sixty towns in North Carolina.

The AHEC program has been nationally and internationally acclaimed as one of the most imaginative programs for extending medical services over a large area that is found anywhere. Tested by the original intent of the program it is certainly a success. In 1982, fifty primary-care residents completed their training, 70 percent of these remained in North Carolina, and a third of them settled in North Carolina towns with a population of less than 5,000.

Another recommendation of the panel of medical consultants that still influences the accessibility of students to medical education was the advocacy of continued support for Bowman Gray and Duke medical schools and for students who qualified to attend Meharry medical school. In 1985-86 Duke University received \$571,000 for the 114 North Carolina

residents attending the medical school. Bowman Gray received \$2,032,000 for the 254 North Carolina residents attending the medical school. In addition, there were eleven North Carolina residents in attendance at Meharry medical school. The Board of Governors' Medical Scholars Program also supported sixty-one students who received a total of \$509,878 in 1984-85. In addition, eleven students attended Meharry with scholarships of \$5,250 each.

From the various sources of medical practitioners—the University of North Carolina medical school, the Duke medical school, Bowman Gray medical school of Wake Forest, the residents brought into the state by the AHEC Program, and the migration of medical doctors from other states and foreign countries—the number increased from 5,395 in 1974 to 8,426 in 1983. In 1974 there were 100.4 active practitioners for each 100,000 people in North Carolina; in 1983 there were 138.5 per 100,000.

Another problem to which the Board of Governors fell heir was the proposal for a school of veterinary medicine. Since 1949 some North Carolinians had received state grants for training in veterinary medicine at out-of-state universities, usually under a Southern Regional Education Board contract. For almost twenty years North Carolina had rarely filled the contract spaces available to it in schools of veterinary medicine. When the supply of students exceeded the number of spaces available about 1967, the executive committee of the North Carolina Veterinary Medical Association passed a resolution advocating the establishment of a School of Veterinary Medicine at North Carolina State University. In 1970 the association requested Governor Scott to appoint a committee to make a feasibility study. On 12 January officers of the association called on the governor, and he endorsed their proposal.

The governor appointed a thirteen-member committee with Dr. Ronald Williams of Raleigh as chairman and instructed the group to study the feasibility of establishing a school of veterinary medicine in North Carolina. He also asked the Board of Higher Education to undertake a study with the advice of the Williams Committee. The board suggested engaging a consultant, and after some investigation invited Dr. Calvin W. Schwabe of the School of Veterinary Medicine at the University of California at Davis to undertake the study. He made a brief investigation during July and filed a report with the Board of Higher Education on 9 August 1970. Dr. Schwabe recommended the establishment of a veterinary medical school within the University of North Carolina, noting the resources in the health sciences available at Chapel Hill and in agriculture and the life sciences at Raleigh. He estimated that a school with a total enrollment of 400, including graduate students and residents, would require a full-time faculty of 100 to 120, a capital outlay of \$20 million, and an annual operating budget of \$6 million.

The Williams Committee recommended to the Board of Higher Education that the Schwabe Report be followed and that the board should recommend an appropriation for that purpose in the 1971-73 budget of \$1,710,000 to the General Assembly of 1971. The Board of Higher Education did not agree that a school of veterinary medicine at that time was a pressing need and suggested working through the Board of Trustees of the University of North Carolina and that more contract opportunities for North Carolina citizens to attend other universities should be sought. The board also recommended that an undergraduate department of veterinary science should be established at North Carolina State University. The Board of Higher Education sought the advice of another committee composed of Dr. J. Lem Stokes II, associate director of the Board of Higher Education and Dean J. E. Legates of North Carolina State and Vice President H. B. James of the Consolidated University. They recommended four steps that would eventually lead to a school of veterinary medicine, the first of which was the establishment of a department of veterinary science at North Carolina State University. Through the interest of Governor Scott, \$300,000 was made available to the Consolidated University in May 1972 to begin the department of veterinary science. It was at this point that the Board of Governors became interested in the school. The executive committee of the Board of Trustees of the Consolidated University, in approving the Department of Veterinary Science on 12 May, recommended to the Board of Governors, which was still acting as a Planning Committee, that it consider the feasibility of establishing a school of veterinary medicine. Over the next three years, evidence accumulated showing the need for a school. The committee that certified students for grants to attend out-of-state schools of veterinary medicine between 1972 and 1974 interviewed 208 candidates and certified 179 as qualified. Seventy-six of these found places.

The problem was first brought to the notice of the Board of Governors on 26 May 1972, when Dr. Stokes gave the members an account of the effort to secure support for a school of veterinary medicine and told about the \$300,000 that the executive committee of the University of North Carolina had approved. It was more than a year before the subject came up again. On 14 September 1973 President Friday reported on the establishment of a Department of Veterinary Science at North Carolina State University and he also reported that the number of entering spaces for North Carolinians studying veterinary medicine in other states under Southern Regional Education Board contracts or other agreements had been increased by thirty percent and that efforts were on the way to increase the number further. On 11 April 1974, Mr. John L. Sanders, vice president for planning, reported that the Planning Committee and the staff were carefully following developments in veterinary education in the

south and across the nation, realizing that North Carolina would soon need to decide whether it should embark on the building of a school of veterinary medicine.

The next day, 12 April, the General Assembly ratified a resolution that requested the Board of Governors of The University of North Carolina "to give special attention to the need for training additional veterinary medical practitioners for North Carolina, and to report to the General Assembly of 1975, not later than the 30th legislative day of the Session, its findings and recommendations for administrative and legislative action with respect to the extent of the need for and the most economical means of training additional veterinary medical practitioners for North Carolina." The staff spent a great deal of time over the next seven months gathering information for a report to the General Assembly.

The directive from the General Assembly came while the university was engaged in negotiations with the Office for Civil Rights of the United States Department of Health, Education and Welfare concerning the elimination of racial duality in the public postsecondary education system of North Carolina. The proposed school of veterinary medicine almost immediately was caught up in the negotiations.

On 10 May 1974 Vice President Sanders reviewed the situation in the south with respect to veterinary medicine. He stated that the Subcommittee on Professional Education of the Planning Committee planned to hold a meeting at which representatives of veterinary medicine and livestock interests could share their information and advice with the subcommittee. It was anticipated that a report would be ready for the board's consideration sometime in the fall which would help the board chart a course in this field. A public hearing was held by the subcommittee in June and numerous witnesses endorsed the creation of a school of veterinary medicine. Among them were state legislators, the commissioner of agriculture, representatives of the veterinary medical profession, and many others closely related to the health of the animal population of the state.

At this juncture, requests were received both from North Carolina State University and from North Carolina Agricultural and Technical State University for approval to establish a school of veterinary medicine on their respective campuses. This matter came before the board on 15 November 1974, the same day the Board of Governors authorized the development of a four-year, degree-granting School of Medicine at East Carolina University. After that crucial decision was made, Vice Chairman Johnson of the Committee on Educational Planning, Policies and Programs reviewed the work of the committee concerning veterinary education and pointed out that the Committee on Budget and Finance was as-

sociated with it in considering the matter. He offered a lengthy motion of six parts, the first of which was to authorize: "North Carolina State University at Raleigh to establish a School of Veterinary Medicine empowered to grant the Degree of Doctor of Veterinary Medicine, provided that the General Assembly of 1975 appropriates the necessary funds to finance the planning and developmental activities that must be carried on in 1975-77 in order to begin enrolling students during the following biennium." Another part of the motion requested an appropriation from the General Assembly of 1975 of \$3,393,000 for the biennium. At the request of Chairman Dees, Chancellors Dowdy and Caldwell presented statements concerning the location of the proposed school. The chair reported on the numerous letters and telephone calls that had been received from various groups and individuals concerning the location of the school.

When it became evident that the civil rights issue would be injected into a decision over the location of the school of veterinary medicine, two consultants, Dr. Clarence R. Cole and Dr. LaVerne D. Knezek, of the College of Veterinary Medicine, Ohio State University, were engaged to advise on the issue of the location for the projected school. They were to make an analysis and render an opinion on the single point from an educational point of view, "Where should the School of Veterinary Medicine be located within The University of North Carolina?" The consultants made an elaborate investigation covering every relevant point and rendered the following opinion: "On the basis of the data supporting the above conclusions, this study **RECOMMENDS** the placement of the proposed School of Veterinary Medicine at North Carolina State University at Raleigh."

The presentation by Chancellor Dowdy, after arguing in support of the strengths of his institution, stated:

We were especially concerned about the omission in the preliminary report of an impact survey to determine how the location of the new School at a particular site might affect the State's current higher education desegregation plan.

We believe that in determining the location of this new School, the Board of Governors has a golden opportunity to make a giant step forward toward greater desegregation of higher education. By locating the School at North Carolina Agricultural and Technical State University, we are confident that more white students and faculty would be attracted to our campus.

Dr. Dowdy requested a delay of action on the location of the school of veterinary medicine until a study had been made to reveal the impact of minority enrollment on the campuses of the two universities.

Chancellor Caldwell made a short presentation pointing out the advantages of his institution and then made this statement: "I come to a rather simple conclusion. It is obvious that the alternative plea before you is based predominantly on North Carolina's obligation toward removing the characteristic of racial duality from its higher education. We are all committed to that goal. But I have heard or read absolutely nothing in that plan which required that commitment to become the dominating consideration in every planning and program decision of the University System, which appears to be the proposition here."

The board agreed to hear on the subject of location two other individuals—Mr. Marcus Williams, president of the student government of the University of North Carolina at Chapel Hill, and Mr. William Thomas, director, Office for Civil Rights, Department of Health, Education and Welfare, Region 4. Mr. Williams made some remarks and presented a resolution of the Union of North Carolina Student Body Presidents urging the board to delay action on the location of the school.

Mr. Thomas read a lengthy letter that had been hand-delivered to President Friday that day. He emphasized that the *Revised North Carolina State Plan for the Further Elimination of Racial Duality in the Public Postsecondary Education System* "commits the Board of Governors to project the racial impact on the student body of an institution of the adoption of any new program initiated." He asserted that in his meeting with representatives from institutions of higher education his concern relative to the creation of the school of veterinary medicine and the need for an impact study were made known. It was his understanding, he further stated, that the representatives of the university knew this. He also stated that he had asked for the Cole Report and had not received it. He had received no information "relative to the impact considerations." Furthermore, he charged, "Information presently available to us does not indicate that the system had adequately considered the impact." At the end, Thomas was careful to state, "I should point out and emphasize that we are not, at this time, taking any position or expressing any opinion with reference to where the School should be located."

After Mr. Thomas agreed that he had made one quotation out of context, there was a discussion as to what action should be taken. "A substitute motion, 'that the Board authorize the creation of a degree-granting School of Veterinary Medicine within the Statewide University and that it advise the Governor that the biennial cost for 1975-77 will be \$3,393,000 and that it postpone decision on the site until the December 18 meeting of the Board,'" was proposed by Mr. Froelich, seconded by Dr. Turner, and adopted.

On 18 December Dr. Hugh S. Daniel, Jr., chairman of the Committee

on Educational Planning, Policies and Programs, reported that following the last meeting, the committee had invited the chancellors of both institutions and their staffs to prepare more extensive statements in behalf of their institutions as prospective sites for the school. Both had complied and both had also appeared a second time before the committee and presented information on the location of the school and on the racial impact of its location at each site. He stated that after further study, the committee had voted unanimously to recommend to the board adoption of a report, a draft of which had been mailed to each member of the board. He moved that the report entitled "Veterinary Medical Education in North Carolina: A Special Report to the General Assembly of North Carolina by the Board of Governors of The University of North Carolina," be adopted.

Representatives of the North Carolina Alumni and Friends Coalition had asked to be heard by the board on the question of the location of the school. Special permission was granted and the chair then recognized Mr. Lawrence Cooper, chairperson of the organization. He mentioned the role of the coalition, reviewed its purposes, and then called on Mrs. Eva Clayton, who spoke on behalf of the coalition urging that the school be located at North Carolina Agricultural and Technical State University.

Mr. Julius Chambers presented a substitute motion "that the Board postpone consideration of the main motion until further studies could be conducted." Mr. Brown seconded the motion which failed to carry. After further debate, the main motion was voted on and carried with Messrs. Brown, Chambers, and Randolph asking to be recorded as voting no.

The report, dated 18 December 1974, was sent to Governor James E. Holshouser, Jr., Lieutenant Governor James B. Hunt, Jr., and Speaker of the House of Representatives James C. Green. It established the Veterinary School at North Carolina State University at Raleigh subject to appropriation of funds by the General Assembly, and among its six points, Number 5 was as follows:

The Chancellors of North Carolina State University at Raleigh and of North Carolina Agricultural and Technical State University will examine and report to this Board on the feasibility, cost, benefits, and the recommendations for locating at North Carolina Agricultural and Technical State University a related activity that would complement the School of Veterinary Medicine in its educational and service roles and enable the fuller utilization of the capacities of North Carolina Agricultural and Technical State University to contribute to the health and productivity of the animal population of the State.

The brochure that was sent to the General Assembly contained much information on veterinarians for North Carolina: current sources of veterinarians; the movement for a veterinary school for North Carolina; southeastern response to veterinary medical education needs and its relevance for North Carolina; costs of a school of veterinary medicine; the North Carolina State University at Raleigh proposal; the North Carolina Agricultural and Technical State University proposal; racial-impact projection for the school of veterinary medicine; and findings and action.

Mr. William H. Thomas, director of the Office for Civil Rights, Department of Health, Education and Welfare in Atlanta, continued to ask questions about the location of the school of veterinary medicine. He was sent documentation that he requested in January 1975. He was still making inquiries in April of that year and an additional response was sent to him.

In June 1975 the General Assembly ratified House Bill 102 and appropriated \$500,000 for the fiscal year 1976-77 for "Planning and Developing a School of Veterinary Medicine at North Carolina State University." During the remainder of that year, Dr. Terrence M. Curtin, head of the Department of Veterinary Science and director of the Veterinary Medicine Program, was busy with the selection of an architectural firm, conferences with veterinary medical educators of national prominence concerning a basic curriculum and administrative organization for the school, and selecting a site for the location of the school. The North Carolina State University Dairy Research Farm on Hillsborough Street adjacent to the State Fairground was selected as the location. Dr. Curtin was chosen dean of the school.

The General Assembly of 1977 appropriated sufficient funds for Phase 1 of the building program and continued the appropriation of \$500,000 for the current operation of the school. The legislative session of 1979 appropriated the remaining amount needed to complete Phase 2 of the building program. In the publication, *Long Range Planning, 1976-1981, of the Board of Governors*, the board reaffirmed its commitment: "to examine and consider the feasibility, cost, and benefits of locating at North Carolina Agricultural and Technical State University a related activity that would complement the School of Veterinary Medicine in its educational and service roles and enable the fuller utilization of the capacities of North Carolina Agricultural and Technical State University."

The board also made a commitment to request funding for a program of veterinary medical scholarships numbering at least five for each class for needy students to study veterinary medicine; furthermore, the board made a commitment to support cooperation among North Carolina Agricultural and Technical State University, the University of North Carolina at Chapel Hill, and North Carolina State University at Raleigh in planning the instructional, research, and continuing education programs

of the school of veterinary medicine in such a way as to utilize their professional interests and competencies in building the school "upon the strengths of the whole University." The physical plant of the school was completed by 1982, and the first class of thirty-seven was awarded the degree, Doctor of Veterinary Medicine, at the commencement in May 1985.

North Carolina Agricultural and Technical University received allocations for an animal-science facility in the amount of \$7,000,000, which has been completed.

The total state appropriation for constructing and equipping the veterinary school was over \$31,600,000. The state appropriation for operating the school for 1985-86 was \$15,705,275.

The Office for Civil Rights (OCR) could not let the veterinary school matter rest. Mr. Peter Holmes, director of OCR, had specifically advised President Friday on 3 October 1975, that his office had no objection to locating the school in Raleigh. In spite of this fact, Mr. David S. Tatel, the next director of OCR, with full knowledge of his predecessor's decision, gratuitously suggested to President Friday in a letter on 25 June 1978, that the decision be reconsidered and the school be located at North Carolina Agricultural and Technical State University. President Friday sent him a two-page letter on 26 June, explaining the history of the location and telling him "that matter is closed," with a copy to Governor Hunt. Mr. Tatel would not be satisfied and wrote to President Friday on 10 July, explaining his attempt to be helpful. The next day, 11 July, HEW Secretary Joseph A. Califano, Jr., who had been receiving copies of the correspondence, put an end to Mr. Tatel's game with the following letter to Governor Hunt:

Dear Jim:

To remove any ambiguity in the correspondence between David Tatel and Bill Friday of June 21, June 26 and July 10, let me assure you that we will stand behind our commitment, which was made by Peter Holmes, a former Director of the Office for Civil Rights, with respect to the veterinary school being placed at North Carolina State University at Raleigh. What you choose to do with that school is entirely up to you. Our overriding concern is compliance with the agreement we accepted conditionally and I know you will work in good faith with Bill Friday to live up to that agreement.

Sincerely,

(signed) Joe

Joseph A. Califano, Jr.

cc: David Tatel
Bill Friday

Title 6

The University vs. the Federal Government

IN the decade following 17 May 1954, when the Supreme Court of the United States in the case of *Brown v. Board of Education of Topeka* ruled that racially segregated public schools violate the equal protection requirements of the Fourteenth Amendment, there was uneven progress among the southern states in desegregating their public systems of higher education. In some states, especially in the deep south, there was massive resistance; in others, there was dilatory legal maneuvering; and in still others, there was eventual abolition of *de jure* segregation.

Civil rights advocates of that era insisted that the mere elimination of *de jure* segregation was not sufficient. The Civil Rights Act of 1964 became the medium for pursuing the elimination of discriminatory practices as well as the pursuit of "affirmative action" to overcome the vestiges of past discrimination. Title 6 of the act reads as follows: "No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, or be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance."

The Department of Health, Education and Welfare (HEW) was made responsible for enforcing Title 6 in the case of educational institutions that received federal financial assistance. Initially the department concentrated on desegregating public schools, but in 1969 HEW began to investigate ten states that had had racially dual systems of higher education. HEW determined that unacceptable vestiges of segregation persisted in all ten of the states, and all were advised of their obligations under Title 6 and asked to submit statewide plans for fully "desegregating" their higher education systems.

On 16 February 1970 Mr. Leon E. Panetta, director of the HEW Office for Civil Rights (OCR), wrote to Governor Robert W. Scott and to the chairman of the State Board of Education informing them of OCR's conclusion that the public four-year colleges and universities in North Caro-

lina were clearly identifiable as serving students on the basis of race. He pointed out that the traditionally white state institutions (TWIs) had a combined enrollment that was approximately ninety-eight percent white, and the traditionally black institutions (TBIs) had an enrollment that was almost exclusively black. He offered further evidence in support of the assertion that North Carolina was maintaining a racially dual system of higher education. And then he stated a basic thesis that came to be the central issue in a long dispute: "To fulfill the purposes and intent of the Civil Rights Act of 1964, it is not sufficient that an institution maintain a nondiscriminatory admissions policy if the student population continues to reflect the formerly *de jure* racial identification of that institution."

North Carolina, at the beginning of the dispute, maintained that all of its segregation laws had been repealed in 1957 and that considerable time would be required to achieve integration of a system in which enrollment was voluntary. North Carolina also questioned the propriety of including within HEW's mandate the system of community colleges, none of which ever had been operated on a racially segregated basis.

Mr. Panetta directed Governor Scott and the chairman of the State Board of Education, under whose jurisdiction the community colleges were included, to submit the outline of a desegregation plan for the public institutions of higher education in North Carolina within 120 days, and a final desegregation plan for the approval of OCR "no later than 90 days after you have received comments on the outline of the plan." He made numerous suggestions as to the sources from which the state could get aid in formulating its plan, including "my staff." He further suggested that Dr. Eloise Severinsson, Regional Civil Rights Director in Charlottesville, Virginia, would be the person to contact for any information or assistance.

Dr. Severinsson had already sent letters to North Carolina institutions suggesting an outline that they should use in responding to OCR's request for plans. It included: (1) the institution should have a stated policy of equal employment opportunity; (2) student recruitment policies should be reviewed to make sure that there were no discriminatory practices; (3) there should be increased cooperation with high school counselors and increased financial assistance to disadvantaged minority groups; (4) discriminatory prerequisites and stipulations should be removed from all scholarships; (5) policies and procedures regarding "high risk" students should be reviewed and modified, if necessary; (6) recruitment efforts for black faculty should be comparable to white; and (7) institutions should be sure that employers who recruit on campus do not discriminate.

Some of the college presidents did respond to Dr. Severinsson's letter, including Presidents Leo Jenkins, East Carolina University; Marion Thorpe,

Elizabeth City State University; Charles "A" Lyons, Jr., Fayetteville State University; Albert Whiting, North Carolina Central University; English Jones, Pembroke State University; and William Friday, on behalf of the six institutions that then comprised the University of North Carolina. President Lyons's letter was especially eloquent and poignant. He closed by saying, "There is a certain expectation which we all have of this [Fayetteville State University] and all other such institutions, but I believe firmly that there has to be a change in the way that these institutions are viewed from the vantage point of those who sit on the thrones of economic and political power before substantial progress along the lines about which we are now discussing can take place."

On 13 April 1970 President Friday sent Dr. Severinsson a response to a number of letters that she had written to him respecting the civil rights compliance reviews by HEW at five campuses of the university. He responded to her inquiries about publicizing policies of equal opportunity, recruitment of black students, contacts with high school counselors, recruitment of black faculty, establishment of faculty consortia and exchanges, nondiscriminatory recruitment by prospective employers, intercollegiate sports competition, nondiscriminatory housing, financial and preparatory assistance for disadvantaged and "high risk" minority group students, assignment of student teachers, the Fort Bragg Extension Center, and the maintenance of records for subsequent review by OCR.

Before any significant joinder of the issues could occur in this administrative context, there was a highly important judicial intervention in the controversy. Civil rights groups were not satisfied with the activities of OCR and the leadership of HEW in carrying out its responsibilities for enforcing Title 6. Consequently, on 19 October 1970 a class action suit on behalf of black students was filed in the U.S. District Court for the District of Columbia against the department and OCR by the NAACP Legal Defense and Educational Fund, Inc. (LDF). Known as *Adams v. Richardson*, the suit was designed to compel HEW to impose more rigorous requirements on the ten states for the desegregation of higher education or, failing the submission of satisfactory plans, to begin proceedings to cut off all federal funds to the states. The suit alleged that the secretary of HEW, Elliot Richardson, Mr. Panetta, and others had "refused to undertake action to secure compliance with Title VI by segregated public institutions of higher education." HEW lawyers argued at first for the dismissal of the case, maintaining that HEW had discretionary powers concerning what actions should be taken against the defaulting states. U.S. District Court Judge John Pratt heard the suit, and on 16 November 1972, more than two years after it was filed, he issued a memorandum opinion: "It appears in certain areas about which plaintiffs complained,

HEW has not properly fulfilled its obligations under Title VI . . . to eliminate the vestiges of past policies and practices of segregation in programs receiving Federal financial assistance." The main decision came on 16 February 1973: "The continuation of HEW financial assistance to the segregated systems of higher education in the ten states violates the rights of the plaintiffs." Judge Pratt ordered HEW to begin enforcement proceedings within 120 days.

On appeal, the basic decision was upheld, but it was modified to allow the states to submit desegregation plans before the initiation of enforcement proceedings. The National Association for Equal Opportunity (NAFEO), a group of 114 predominantly black colleges and universities that supported TBIs, filed a "friends of the court" brief with the appellate court, requesting dismissal of the suit on the ground that it implied the TBIs also practiced segregation. The group evidently feared for the future of the TBIs if desegregation and integration were literally and strictly pursued.

Before the appellate decision was announced, Mr. Peter Holmes, who had become director of OCR, wrote to President Friday requesting a plan from the University of North Carolina by 11 June 1973.

This was the first approach of OCR to the newly structured sixteen-campus university. It was a matter that would come to preempt much of the energy, emotion, and money of the Board of Governors for more than a decade. The OCR had paid little attention to North Carolina in the three years since it had called for information concerning the desegregation of the public universities and the community colleges. During this interlude the sixteen institutions had all been merged into one university, which made it a much easier target for OCR.

In the spring of 1973 the General Administration of the newly restructured university assembled a document entitled *A State Program to Enlarge Educational Opportunity in North Carolina*. Much of the material previously had been accumulated by the Board of Higher Education and its director, Dr. Cameron P. West, who had since become vice president for planning at the university. The material was considered by the ad hoc Long-Range Planning Committee under the chairmanship of Dr. Hugh Daniel, Jr. He presented it to the board on 11 May 1973 and moved that it be accepted as the official response from the University of North Carolina to OCR by 11 June 1973. Dr. Daniel stated that the development of the document extended over a thirty-nine month period and had entailed twenty drafts. The first eleven drafts had been prepared by the Board of Higher Education at the direction of Governor Scott and with the cooperation of representatives of the State Board of Education and the Department of Community Colleges, the presidents of the nine regional univer-

sities, the president and chancellors of the six-campus university, and the School of the Arts. Following the reorganization of higher education, it had been further refined under the direction of the Long Range Planning Committee of the Board of Governors and in liaison with representatives of the Department of Community Colleges. The long delay since February 1970 had been due, according to Dr. Daniel, to a number of factors: (1) failure of federal authorities to enunciate a unified and coherent policy regarding compliance requirements; (2) delays in North Carolina because of the reorganization of higher education; and (3) caution on the part of North Carolina leaders to pursue a program which might have the unintended effect of harming any public institution. He pointed out that the report stated categorically, "in the process of elimination of historically racially-based duplication, merger of institutions will not be required."

This initial 1973 plan called for: intensified efforts on all campuses to recruit minority students and faculty; remedial programs where needed; additional student financial-aid funds; increased cooperation between campuses, including faculty and student exchange programs; programs to prepare blacks to take advantage of vocational and professional opportunities; and a clearly stated policy prohibiting discrimination in admissions and employment. Dr. Daniel said that the 40-page report (plus over one hundred pages of appendices) "satisfies and will be accepted by OCR as a positive and legitimate response. . . . It entails not only what we must do but what we should do as a Board of Governors acting for the State of North Carolina."

Dr. Daniel's motion that the Board of Governors adopt the report was objected to by Mr. Victor Bryant. Mr. John R. Jordan, Jr., offered a substitute motion that called for further consideration of the matter, with action to be deferred until the 11 June meeting. The chairman stated that the proposed program would be explained and discussed on Thursday evening, 8 June, in anticipation of the 11 June meeting.

At the June meeting of the board the recommendation of the Long Range Planning Committee that the *State Program to Enlarge Educational Opportunity in North Carolina* be adopted was approved. An analysis of the document shows evidence of the many revisions that it had undergone.

On 10 November 1973 Mr. Peter Holmes, director of OCR, requested Governor Holshouser to inform the State Board of Education and the Board of Governors of the University of North Carolina that the plan was not sufficient. He asked the governor to direct the two agencies to engage in "a closely coordinated effort to develop a comprehensive, detailed and workable plan for the desegregation of the North Carolina Higher Education System." By the terms of the appellate court decision, HEW was given three hundred days to begin proceedings against any state that had

not submitted a plan. That decision of the appellate court was announced on 12 June 1973, and the state therefore had until 8 April 1974 to submit a plan.

At the 16 November meeting of the Board of Governors, President Friday reported on the 10 November letter from Mr. Holmes. He requested and was given authority to employ additional staff, if necessary, to meet the HEW deadline. Mr. John L. Sanders, director of the Institute of Government in the university at Chapel Hill, had joined the staff of the General Administration as vice president for planning on 1 November. He and Mr. Richard H. Robinson, legal assistant to the president, went to work to produce another plan.

On 13 December several members of the General Administration staff met with Mr. Holmes in the Atlanta office of OCR. The purpose of the meeting was to help clarify the guidelines for planning. Instead, the meeting had the opposite effect. It was at this point that OCR's major ambivalence with respect to the problem of desegregation first emerged. Mr. Holmes emphasized that the states should be "color-blind" about their institutions of higher learning but that the traditionally black institutions might also maintain their "racial identifiability." From this point on in its negotiations with OCR, the university was caught between OCR's demand for "more integration" and at the same time insistence on racial identifiability.

The staff of the General Administration produced its part of the plan, which was later joined by a part prepared by the community colleges, and the composite was presented by Governor Holshouser to OCR under the date of 8 February 1974 with the title, *The North Carolina State Plan for the Further Elimination of Racial Duality in the Public Postsecondary Education Systems*. The plan was sent to members of the Board of Governors for review several days before the 8 February meeting at which it was adopted. Mr. Julius Chambers explained his concern that the predominantly white institutions would drain the predominantly black institutions of their better faculty members and students, and for that and other expressed reasons he voted against the plan. Mr. W. W. Taylor, Jr., asked that the record show that he voted against the motion "on philosophical and constitutional grounds." He asserted that he had "no objection . . . on any racial ground."

The 242-page text of the plan expressed the mutual objectives of the university and the community college system: to induce a larger percentage of black citizens to avail themselves of postsecondary opportunities; to ensure that the quality of educational opportunities provided for black and white citizens is equally high; and to encourage further integration. The document also included over 350 pages of appendices and exhib-

its. Semiannual progress reports to OCR over the next four years were promised.

The plan was forwarded to Mr. Holmes on 14 February and included everything except enrollment goals. He responded on 8 April and noted that the court order had been changed, extending the deadline until 21 June. Furthermore, he asked that revisions be made in the plan, especially to provide greater specificity and commitment to progress earlier in the planning period.

In a regular session of the Board of Governors on 8 March 1974 the plan was first amended to provide enrollment projections through 1977. Care was taken to indicate that enrollment projections were not firm quotas that absolutely bound the university, and that they might be subject to change from year to year.

The General Administration continued to work toward satisfying Mr. Holmes's 14 February request for "greater specificity and commitment to progress earlier in the planning period." In a special session of the board on 31 May an amended plan entitled *The Revised North Carolina State Plan for the Further Elimination of Racial Duality in the Public Postsecondary State Systems* was presented by Dr. Daniel, chairman of the Committee on Educational Planning, Policies and Programs. Certain commitments were made for future studies and reports to OCR. The revised report was quite similar to the 8 February report. Before the plan was adopted, Mr. Victor Bryant offered a motion, which was defeated 14-9, that would have prefaced the plan with a resolution including the following: "This Board of Governors necessarily retains its freedom to act . . . in such manner as its judgment dictates to be in the best interests of the citizens of North Carolina and the students attending the University."

Mr. Holmes continued to be difficult to convince. On 18 June after Governor Holshouser had transmitted the revised plan, Mr. Holmes made a telephone call to the governor in which he asked for certain clarifications and explanations of various provisions of the revised plan. The governor turned his inquiry over to President Friday the same day, and President Friday proceeded to prepare for Mr. Holmes a seven-page reply that explained, once again, the commitments that seemed to be misunderstood: commitments about further studies that the board intended to make, including racial-impact studies, a study of the "resource disparities between the predominantly black institutions and their white counterparts," the board's record of abolishing differentials in the case of state-financed construction at TBI and TWI campuses, and an agreement to study and evaluate instances of racially-based duplication of programs; assurances that the board would not tolerate instances of discrimination; and the establishment of an academic position-listing service and a fac-

ulty applicant-listing service to make the availability of positions more widely known.

President Friday's reply must have satisfied Mr. Holmes, at least for the time being. On 21 June, three days after President Friday wrote his letter, OCR accepted the revised plan. In a 19 July letter Mr. Holmes stated "We are accepting your plan because we believe it contains a process by which significant desegregation will be achieved over the next several years and which furnishes both State officials and this office with a mechanism for measuring progress and monitoring compliance."

Everything seemed to be going smoothly between the university and OCR until a controversy over the location of the veterinary school developed. An account of this controversy, and the reaction of Mr. William Thomas of the Atlanta office of OCR, will be found in chapter 11. After the decision had been made to locate the school at North Carolina State University instead of North Carolina Agricultural and Technical State University, Mr. Thomas wrote to President Friday on 25 March 1975 and complained that because there had been "no racial impact study performed on the proposal . . . the process which you employed to determine the location of the School of Veterinary Medicine is defective." President Friday remarked in his response on 29 April "You expect planning and program decisions of the Board of Governors to be predicated apparently exclusively in deference to the racial implications . . . of any issue under consideration." This, President Friday emphasized, "has never been the University's intention."

After the veterinary school was approved and its location at North Carolina State University determined, the attitude of the Office for Civil Rights appeared to stiffen. On 31 July 1975, OCR sent a detailed analysis of North Carolina's compliance plan to Governor Holshouser and pronounced it unacceptable. Toward the end of his long letter, Mr. Martin Gerry, acting director of OCR, announced this decision: "Accordingly, if this office does not receive within ten days from the date of this letter that the State of North Carolina has acted to fulfill its affirmative obligation to eliminate the dual system of postsecondary education in the State, I will have no alternative but to refer this matter to the Department's Office of General Counsel for the initiation of formal administrative enforcement proceedings against the state."

In response, Governor Holshouser, on 18 August, sent Mr. Gerry a report from the university and from the Department of Community Colleges with the observation that "these reports, together with the July 31 semiannual reports, which I sent to the Office for Civil Rights on August 5, document the substantial progress that the State of North Carolina has made in meeting the commitment contained in the *Revised North Carolina*

State Plan." The university had projected annual desegregation goals for each of its institutions, which had been approved by the Office for Civil Rights. In the response of the university, it was pointed out that in all cases the constituent institutions had met and, in some cases, substantially exceeded their student desegregation goals for the fall of 1974. The response evidently mollified the OCR officials who agreed to continue negotiation instead of beginning administrative proceedings.

On 1 August 1975 additional pressure was placed on HEW when the Legal Defense Fund of the NAACP filed a motion against all accepted plans on behalf of the Adams plaintiffs. They claimed to have found little evidence of even minimal progress toward desegregation and called on the court to require HEW to revoke its approval of the plans from a number of southern states and require those states to submit new plans. In addition, the motion requested the court to require HEW to issue uniform guidelines for drafting the new plans. This motion was initiated at about the time Secretary Caspar Weinberger replaced Secretary David Mathews as head of HEW. It was not decided by Judge Pratt for almost two years.

President Friday reported to the Board of Governors on 26 September that he had talked to Secretary Mathews on several occasions about the HEW matter, and that a meeting had been scheduled with Mr. Peter Holmes, director of OCR, for members of the General Administration staff to go to Washington to discuss the university's position and explore HEW's reactions. He thought that this invitation indicated a genuine effort by HEW to resolve the differences, and it was his opinion that the department was acting in good faith. At this same meeting in executive session, Chairman Dees reminded the board of the new lawsuit, *Adams et al. v. Weinberger et al.*, pending in the District of Columbia federal court. He pointed out that while the university was not a party to the lawsuit, the university's recent relationship with HEW had been a consequence of the litigation. A motion was passed instructing the chairman to appoint a committee to study the recent brief and make a recommendation to the board at a later date. Mr. Dees appointed Messrs. William A. Johnson, John R. Jordan, Jr., and Thomas J. White, Jr., as members of the committee.

At a special meeting of the Board of Governors on 24 October, Chairman Dees called on Mr. Johnson, chairman of the committee appointed at the previous meeting, to report to the board on the case of *Adams v. Weinberger*. Mr. Johnson stated that the committee had arrived at four recommendations and moved that the Board of Governors: file a motion for leave to intervene in the case as soon as possible; request assistance of the North Carolina attorney general in preparing for legal proceedings; employ private counsel to appear on behalf of the University of North Caro-

lina in association with the attorney general; and request authorization and funds from the appropriate officials. The motion was approved.

The board employed the legal firm of Williams and Jensen of Washington, D.C.; however, Mr. Andrew A. Vanore, Jr., of the attorney general's staff, advised the board and the state not to intervene since it would place the state under the jurisdiction of the U.S. District Court for the District of Columbia rather than a court in North Carolina.

At the 14 November meeting of the Board of Governors, Mr. Johnson stated that "as a result of further study and consultation," the committee recommended against seeking leave to intervene in the case. The board on a motion decided not to intervene and that further consideration of the question be deferred.

During the remainder of 1975 and 1976, as reported by President Friday at a later date, 8 April 1977: "We were given frequent oral assurances that North Carolina was performing well under its State plan, and in fact, North Carolina was pointed out by the Director of the Office for Civil Rights as a model which other affected states might appropriately emulate," and still later, 15 July, 1977, he told the Board of Governors that conversations with HEW in 1975 and 1976 "produced—we thought—a mutual set of understandings and a good working pattern of cooperation. We were repeatedly given verbal assurances that our plan was sound, and that we were making good progress in carrying it out."

On 11 June 1976 the Board of Governors approved a document entitled *A Comparative Study of the Historically Black Constituent Institutions of The University of North Carolina*. The purpose of the study was to supply evidence to OCR "that resources provided by the State to traditionally-black institutions are comparable to those provided at all other State institutions of similar size, level and specialization."

In the 1974 state plan, the Board of Governors made a commitment to study and identify the strengths and deficiencies of the five TBIs. Each of the five was asked to prepare a self-study. These studies revealed the great need for providing remedial instruction to many students who entered those institutions with academic deficiencies. The comparative study confirmed the opinions of the separate institutions. The general conclusion of the study was that the five TBIs appeared to compare favorably with the other institutions in such factors as salaries, facilities, and assignment of programs; however, there was a consistent difference in academic preparation of a large proportion of their entering classes as measured by the SAT scores and high-school class standing when compared on these factors with students entering TWIs.

As a result of the comparative study, the Board of Governors directed the president to make a comprehensive review of remedial activity in the

university. This study was made by Dr. Junius A. Davis of the Center for Educational Research and Evaluation of the Research Triangle Institute. The study, entitled *Remedial Educational Activities of The University of North Carolina: 1976*, was presented to the General Administration in June 1977. It found that "some type of remedial activity was in progress in all of the fifteen constituent institutions" (the School of the Arts was not studied).

In the years following the *Revised State Plan* filed with OCR in 1974, the university continued to make a semiannual report on its activities toward the elimination of racial duality. The remedial education study was duly reported.

In November 1976, Mr. Martin Gerry, who was at that time acting director of OCR, made a speech to the Southern Educational Foundation in Atlanta, in which he vigorously criticized the execution of the desegregation plans that had been filed by the southern states in 1974. Evidently he was later called on to make a deposition by the plaintiffs in the Adams case because of his highly critical views. This case had been pending in the U.S. District Court since 1975, and an opinion from Judge Pratt was anticipated. Mr. Gerry's deposition on Thursday, 13 January 1977, was guided by Mr. John Silard of the Washington legal firm of Rauh, Silard and Lichtman, who were the attorneys for the plaintiffs in the Adams case. Mr. Silard, who evidently had an official transcript of Mr. Gerry's remarks, guided him skillfully to bring out all of his criticisms of the plans and activities up to that time in the interest of eliminating racial duality in higher education. Technically, Mr. Gerry was a defendant in the Adams litigation; however, he turned out to be an enthusiastic witness for the plaintiffs. He condemned HEW's past actions "as inefficient, uncoordinated, and insufficient and stated that the State Plans were 'legally adequate' but that State performance under the Plans had been inadequate in terms of policies and practices concerning black students, black colleges and black faculties." He advocated that there be some uniform standards that states would be required to follow in preparing desegregation plans. From this date forward over the next three years, the Adams case became not a controversy between HEW and the Adams plaintiffs but a confrontation between HEW and the University of North Carolina. HEW dropped the legal role it was supposed to perform in assisting institutions to meet their obligations and took up the adversarial role of coercion.

Mr. Gerry had said that the desegregation plans submitted by the states lacked "clarity and specificity" and that HEW should "get about the business of changing them." Judge Pratt evidently agreed with him and on 17 January issued a directive to the plaintiffs in the Adams case and HEW to submit to the court by 1 March a draft of a prospective court

order. The order was to require that new plans be submitted based on specific criteria regarding the racial mix of faculties, the enrollment of blacks in TWIs, and the enhancement of TBIs. The plaintiffs and HEW could not agree on a draft and submitted separate documents. The plaintiffs suggested a prospective court order and HEW requested more time.

On 1 April 1977, Judge Pratt at last ruled on the August 1975 Adams petition as follows: "The Court finds that . . . plans did not meet important desegregation requirements and have failed to achieve significant progress toward higher education desegregation." Judge Pratt found, based largely on OCR's statements, that "defendants are continuing to grant federal aid to public higher education systems which have not achieved desegregation or submitted acceptable and adequate plans." He ordered that HEW must, therefore, develop new criteria for the elimination of racial duality and the enhancement of TBIs and require new plans based on those criteria.

A week later President Friday addressed the Board of Governors concerning Judge Pratt's ruling. The following sets the tone of the address: "We have tried to maintain and improve all of our constituent institutions—historically black and historically white—recognizing that time is required to change the racial identifiability of institutions since there is, in higher education, no authority for student assignment. But the court has now found that approach to be legally deficient." Judge Pratt's order, he said, means that, "it is the responsibility of HEW to devise criteria for higher education desegregation plans which will take into account the unique importance of black colleges and, at the same time, comply with the congressional mandate" (Title 6). President Friday took up the subject again with the Board of Governors on 15 July 1977, as follows: "We are confronted, therefore, with the assertion that we are in violation of Title 6 because we maintain a racially dual or segregated system, and we are simultaneously told to maintain racial duality." No one knew how to resolve this paradox but at a later hearing, counsel for HEW told the Judge, "there is no truth to the fact that we are trying to eliminate the black institutions. What we are trying to do is to eliminate the identifiability of black institutions as black institutions." On 2 July 1977, Mr. David Tatel, a person of great zeal who was now the new director of OCR in President Carter's administration, transmitted to Governor Hunt HEW's new criteria: *Criteria Specifying the Ingredients of Acceptable Plans to Desegregate State Systems of Public Higher Education*.

At the beginning of the Adams case, although HEW was the defendant in the litigation, the following ten states were its objectives: Arkansas, Florida, Georgia, Louisiana, Maryland, Mississippi, North Carolina, Oklahoma, Pennsylvania, and Virginia. In 1973, when HEW issued guide-

lines to these states for the preparation of state plans, North Carolina, Arkansas, Florida, Georgia, Maryland, Oklahoma, Pennsylvania, and Virginia submitted plans that were approved. The original ten states were known as "Adams states." Four of these—Louisiana, Mississippi, Maryland because of subsequent litigation, and Pennsylvania because it reached an accord with OCR—had dropped out of the group by the time Judge Pratt announced his ruling on 1 August 1977.

Vice President Dawson made the following statement respecting the Adams states on 21 October 1977 to the University of North Carolina at Chapel Hill Faculty Council:

There are some conspicuous and curious absentees in the original list of Adams states. Tennessee was not included because of separate litigation brought against it by reason of a decision to build a new campus of the University of Tennessee in Nashville. Never explained, however, is the absence of Alabama, Kentucky, South Carolina, and Texas, who have never been asked to submit any plan or, to my knowledge, to answer any inquiry. Neither, may I add, have any private institutions, although in private higher education a racially dual system exists and private institutions are the beneficiaries of federal financial assistance. They remain, however, privileged sanctuaries in HEW's enforcement measure under Title VI.

After the announcement of Judge Pratt's decision, HEW notified North Carolina and the other five southern states that their higher education desegregation plans were inadequate. In ninety days HEW had transmitted to the six states the *Criteria*. Each state was required to submit a revised desegregation plan within sixty days and HEW to accept or reject each plan within 120 days. The plaintiffs were to have timely access to all plans submitted.

In the meantime, the *Criteria* had been amended on 11 August as applied to the six southern states, and numerical goals and timetables, which would be indices by which to measure progress toward the objective of eliminating racial segregation, were added. It also required that "educationally unnecessary program duplication" be eliminated without defining what was meant by this phrase. Because Title 6 authorized the department to issue rules, regulations, and orders but provided that they should not become effective unless and until approved by the president, and because the president had delegated this authority to the attorney general, and because neither the *Criteria* nor the revised *Criteria* had been approved by either the president or the attorney general, there was some doubt as to the legality of the procedure; however, HEW could argue that it was operating under a federal court order.

The Board of Governors responded quickly to the new *Criteria* and, on 22 August, adopted the *Revised North Carolina State Plan for the Further Elimination of Racial Duality in Public Higher Education Systems, Phase II: 1978-1983*.

Chairman William A. Johnson stated to the board, with obvious satisfaction, that the plan "which we have before us for consideration this morning is perhaps the most important single document presented to this Board for action since it came into being on July 1, 1972. In my opinion it is the finest piece of work which President Friday and his staff have accomplished on any assignment undertaken during the more than five years which have elapsed since this Board assumed responsibility for the governance of The University of North Carolina."

On 1 September the State Board of Education adopted a new plan for the community colleges, and the next day Governor Hunt sent both to OCR. In the meantime, the state was called on to continue following the 1974 plan and to report on it until action was taken on the new plan.

At the meeting of the Board of Governors on 22 August 1977, Mr. Julius Chambers, one of the original members of the board, who was also president of the NAACP's Legal Defense Fund, which was aiding the plaintiffs in the Adams case, resigned before action was taken on the revised plan. He stated that he did not resign at the request of anyone and that he did not resign because of newspaper criticism, nor did he "see any conflict between the work on the Board of Governors and his work with the Legal Defense Fund." He said further, "I have tried to weigh my role as a member on the Board and my role as a member off the Board, and my decision is based on my belief that I can best serve in a role off the Board rather than on." After receiving some expressions of appreciation, Mr. Chambers withdrew from the meeting.

In preparing *State Plan, Phase II*, a document of 145 pages, the board identified and sought to respond to the "underlying objectives of the *Criteria*." The board rejected the "*Criteria*'s assertion that The University of North Carolina remains 'segregated.'" Furthermore, it refused to accept those *Criteria* that it found "legally unnecessary or educationally unsound, or that establish measures of progress toward the further elimination of racial duality that are arbitrary, mechanistic, or unrealistic."

The board asserted that the university would do the following to promote the further elimination of racial duality:

1. Work to increase the enrollment of black students;
2. Seek to increase the enrollment of black students at "traditionally white university institutions and of white students at traditionally black university institutions";

3. Seek to increase the successful undergraduate matriculation of black students by providing needed remedial programs and seeking additional support for such programs;
4. Continue its effort to expand graduate and professional education opportunities for black persons; and
5. Continue its efforts to increase the attractiveness of all institutions to students of all races by increasing the multiraciality of their facilities, staff, and governing boards.

The plan devoted considerable attention to improvements that had been made in the traditionally black constituent institutions and committed the Board of Governors to the following:

1. Request again from the General Assembly funds to establish and maintain parity in the level of State funding for teaching positions among the comprehensive university and among the general baccalaureate universities;
2. Funds in the amount of \$200,000 for paid doctoral study leaves would again be requested from the General Assembly;
3. The Board would attempt to obtain an appropriation of \$900,000 from the General Assembly in 1978 for remedial education programs; and
4. A special study would be made in 1977-78 to identify any deficiencies in the physical plants and in the plant maintenance programs at the traditionally black institutions.

On 7 November 1977 President Friday received a letter from Mr. David Tatel, director of OCR, enclosing a written evaluation of *State Plan, Phase II*, which was to provide a basis for discussion about its revision. The evaluation followed the outline of the *Criteria*, and some items were marked with an asterisk to identify comments considered of particular importance. The implications of this document were immense and indicated a strict interpretation of the *Criteria* that boded trouble for the future. While the community colleges and technical institutes had also submitted a separate plan, the evaluation applied in the main to the university, although in a paragraph that was not marked "particularly important," better coordination was called for.

Among many deficiencies the university was called on to remedy in its plan, the following were the most notable:

1. The system of classifying colleges used by the University, it was alleged, does not permit the five TBIs to be compared to any of the State's leading institutions.

2. Give the specific steps which the State proposes for the further enhancement of the TBIs.
3. The University maintains that each constituent institution has a statewide mission and apparently concludes there is no educationally unnecessary program duplication. A more careful analysis which encompasses the Community Colleges is required by the criteria.
4. The criteria require a commitment to give priority to locating new programs at TBIs. The rationale for some actions and intentions for future actions were called for.
5. "The intent of (criteria) I. F. is to obtain a commitment from the State to advise HEW of major changes prior to the time that formal action is taken. The UNC document does not indicate that this notification will be provided in the timely fashion required by the criteria."
6. The standards and guidelines for deciding on the location of programs were called for.
7. The University was called on to reconsider its decision not to submit a supplementary statement and provide OCR with a more concrete description of actions it will take to further the goals of the criteria.
8. The University has not made a commitment that the proportion of black high school graduates who enter the constituent institutions will equal the proportion of white graduates.
9. The University does not state goals for enrollment by the formula required in the criteria.
10. HEW expected that "the disparity in the rates between black and white high school graduates entering the University TWIs will eventually be eliminated." To achieve an acceptable rate of reduction within a five year period, the criteria required a reduction of 50 percent in the disparity but "limit that requirement to a maximum increase of 150 percent in the number of black first-time freshmen and first-time transfers above the 1976-77 figure. We calculate this to mean an increase of from 950 to 2,375 black students in the UNC" (TWIs). An enrollment projection was requested, and if it should fall short of the criteria calculation, "we will request that it be revised" to comply.
11. OCR requested a change in the method of reporting graduate and professional enrollment.

12. The State did not appear to OCR to have made the commitments for reporting required in the criteria. Included was the statement, "If good cause for failure to meet interim goals is not demonstrated, OCR may impose more stringent requirements, including advanced approval of OCR of desegregation methods in order to assure achievement of the goals of the plan."

The severity and specificity of the evaluation were surprising. It applied the *Criteria* literally. President Friday and Vice President Dawson met with Mr. Tatel and Mr. Burton Taylor of the HEW staff in Washington on 9 November to explore the situation. They came away from the meeting with the impression that there were three central issues. There was no discussion of educationally unnecessary program duplication.

In view of the nature of the evaluation, President Friday and Chairman Johnson, with the concurrence of Governor Hunt and President Ben Fountain of the Community College System, decided that a formal response should be made by the Board of Governors and the State Board of Education.

On 11 November President Friday discussed Mr. Tatel's 7 November letter with the Board of Governors. He reviewed the history of the case and analyzed Mr. Tatel's objections, especially the 150 percent goal for increasing freshman and transfer enrollment in the ten TWIs by 1981-82, and he also stressed the insistence on the racial identifiability of institutions as of primary importance in educational planning and policy, "a premise that the Board has found unacceptable." He emphasized, "it is our belief that our plan is a legally and educationally sound response . . . and the one that serves the interest of all public higher education in our State."

Vice President Dawson and his associates drafted a response to the evaluation, and the Board of Governors, which did not schedule meetings in December except in an emergency, met on 5 December to consider the report, *Comments on the North Carolina Plan, Phase II*. President Friday had conferred with Mr. Tatel on 16 November to discuss the evaluation. It appeared that there were three central issues requiring immediate attention: (1) the policies and commitments of the Board of Governors with respect to the five TBIs; (2) the enrollment objectives, especially with reference to increasing first-time registrations of black students 150 percent in five years in the TWIs; and (3) the monitoring of *State Plan, Phase II*, by OCR "in a manner consistent with the proper governance of the State's system of Public Higher Education, and particularly, the Board's concern about the prior notice statement in the criteria." The comments were largely in the form of a rebuttal to Mr. Tatel's allegations, and they

attempted to show how much the TBIs had progressed under the Board of Governors. It was insisted "that the State cannot . . . acknowledge a role tantamount to that of a supervising governing board as one either necessary or proper for the Office of Civil Rights in carrying out its obligations under Title VI." With respect to enrollment figures, the report asserted that the board was unable to understand the insistence of HEW "that the State enter into a commitment to achieve within a specified span of time that which evidence indicates cannot be achieved," and it rejected the requirement of prior notification of any program change as "an unnecessary and improper intrusion." In discussing the first point, the policy of the board in dealing with duplication was made clear.

After *Comments on North Carolina State Plan, Phase II* was transmitted to Mr. Tatel, he called President Friday, and it was agreed that he would meet for further discussions with the president and Vice Presidents Dawson and Thompson on 15 December. Mr. Tatel brought up no new issues, and he informed them that he would either have to accept or reject their plan by 4 January 1978. Under the terms of the April Court Order, he was given 120 days to review a state's plan; 4 January was the end of that period. Mr. Tatel insisted that he would not ask the court for an extension. The board was called by Chairman Johnson to meet on 30 December 1977, the latest date for considering a response. The draft of a supplemental statement had been prepared. In the meantime, Mr. Tatel informed Governor Hunt on 23 December that he had secured a thirty-day extension of time, but he wanted the supplemental statement by 4 January 1978 so that his office would have time to review it. In the *Comments on the Community Colleges' Response to OCR's Evaluation*, transmitted in Mr. Tatel's letter to Governor Hunt, it was noted that since TBIs offer two-year programs, the community colleges should make an analysis to determine whether educationally unnecessary program duplication exists and if so, the steps to take "to eliminate duplication in a manner consistent with the objective of strengthening the TBIs."

At the 30 December meeting, President Friday noted that three subjects had been the focus of interest on 16 November. Those were (1) the matters of enrollment projections and particularly the 150-percent rule; (2) the commitments of the Board of Governors with respect to the roles of the five TBIs; and (3) the prior notice provision in the criteria. The comments adopted on 5 December provided additional information and background concerning the position taken in *State Plan: Phase II* on each of these matters.

Mr. Friday then informed the board that on 5 December, the same day of their previous meeting, Mr. Tatel wrote to Congressman L. H. Fountain, with copies to the other members of the North Carolina Congress-

sional Delegation, further explaining certain aspects of the *Criteria* and "particularly those same three matters to confirm and clarify what he had told Congressman Fountain and members of the North Carolina Congressional delegation in a meeting held with them on November 30." In the light of this development, which appeared to modify Mr. Tatel's 16 November position, Mr. Friday had decided to ask the board to consider *A Supplemental Statement to State Plan: Phase II*. Mr. Friday stated that "we are not seeking any confrontation with HEW," and he suggested that "it is time now to conclude negotiations with OCR." It would be up to OCR "to rule on our plan one way or the other."

The board approved the statement recommended by President Friday. It noted that new projections of overall enrollment figures which were given in the statement made the attainment of an 150-percent increase in black enrollment in the TBIs even more unrealistic, but that they would continue to work toward that goal with the understanding that failure to achieve it would not in itself be seen as noncompliance. (Discussion with Mr. Tatel had indicated that OCR would accept this.) On the issue that the proportion of black high-school graduates who enter public institutions of higher education should at least equal the proportion of white high-school graduates who enter such institutions, it was noted that there were no "artificial constraints of a racial nature" to prevent blacks from attending public institutions of higher education. Despite the efforts the university had made and the success it had had, the statement emphasized there were factors beyond the board's control that made it unlikely that "black student enrollment trends will satisfy the Department's Criterion II.A." On the issue of prior notification, the statement was made that "major educational decisions of the Board . . . would have been reduced to the level of tentative recommendations that could be put into effect only after OCR gave its consent." The requirement was now interpreted to mean that University of North Carolina officials would notify federal officials of changes for their information only and the federal officials would have no authority to approve or disapprove those changes. Previous commitments of the board on strengthening TBIs, continuing enrollment growth of black and other minority students in graduate and professional programs, and enrollment of white students in TBIs were reiterated. Generous use was made of Mr. Tatel's letter to Congressman Fountain, which was included as an appendix to the document sent to HEW.

On 19 January 1978, Vice Presidents Dawson and Thompson met with Mr. Tatel in Atlanta to discuss the supplementary statement. To their surprise, Mr. Tatel handed them a document, *Comments on UNC December 30th Supplementary Statement*, that changed the nature and course of the

negotiations between the Board of Governors and HEW thereafter. Those who represented the university in the negotiations had gained the impression that OCR and HEW had been satisfied on all main points of difference. Suddenly they were confronted with severe and rigorous demands that would require an entirely new plan and ultimately might result in the disruption of established academic organizations, processes, and procedures, some of which had been in place for decades and were widely respected.

The document began by objecting to carefully calculated enrollment estimates in the supplementary statement because they did not produce the answer demanded by the *Criteria*. Next the university's conception of "good faith effort" was disputed. Then the new element was introduced, a requirement to "take specific steps to eliminate educationally unnecessary program duplication among traditionally black and traditionally white institutions in the same service area."

Duplication had been mentioned previously as a problem for some community colleges that had two-year programs which duplicated similar programs in some TBIs. The procedure for dealing with duplication that had been used effectively by the Board of Governors had been described in plans that OCR had in its files. It had been explained that each of the constituent institutions had a statewide service area. The response was "to identify all degree programs and major fields of study other than core curricula, (liberal arts studies) by degree level." The several pages of instructions indicated OCR wanted the university to engage in the dubious experiment of closing programs in some institutions in order to build up enrollment in others.

This was OCR's substitute at the level of higher education for pupil assignment that had been used at the public-school level. Mr. Tatel promised, "in view of the magnitude of the study required," to give the Board of Governors until 1 July 1978, if they would commit themselves to implement the plan.

On 23 January President Friday wrote to Mr. Tatel that he thought the statements dated 5 and 30 December "responded to all the major issues we had discussed." He requested Mr. Tatel to submit his *Comments* formally since they called for such substantial changes in the state plan. President Friday agreed to refer the *Comments* to the Board of Governors, but he would recommend that they "are not acceptable." On 30 January he met Mr. Tatel again and learned that HEW Secretary Joseph A. Califano, Jr., would hold a press conference on 2 February and "will announce his decision regarding our plan."

President Friday sent all the correspondence with Mr. Tatel to members of the Board of Governors and stated that it and Secretary Califano's deci-

sion would be discussed on 4 February at a meeting of the Committee on Planning, Policies and Program. He also expressed his own opinion as follows: "As I understand the requirements set out on pages 4-7 of Mr. Tatel's comments, we are asked to develop a new plan which would use transfers, terminations and reassignment of academic programs as the principal means of changing student attendance patterns. The implementation of any such plan that could be approved by HEW, within the context of Mr. Tatel's comments, would impose major changes on all of our institutions. Further, such fundamental changes would have been imposed in an effort to accomplish a result that is by no means certain to occur."

On 2 February 1978, Mr. Califano, secretary of the Department of Health, Education and Welfare in President Carter's cabinet, announced with considerable fanfare his decision to reject the University of North Carolina's plan, although he accepted the North Carolina Community College Plan, ignoring altogether Mr. Tatel's previous statement that they needed to settle their instances of duplication with the TBIs. He stated that if no acceptable plan came from the state for the University of North Carolina within forty-five days, he would begin administrative proceedings, and that HEW's grant-making agencies would begin deferring approval on a selective basis of applications for funding that would "thwart the achievement of desegregation goals." Secretary Califano announced acceptance of the Arkansas, Florida, and Oklahoma plans. Virginia and Georgia, along with the University of North Carolina, were still judged to be deficient.

On 4 February President Friday reported to the Board of Governors concerning events of the month leading up to Secretary Califano's decision, and he repeated the points of disagreement that had come to be familiar to all by that time, and he added the following new note:

On January 19 Vice Presidents Dawson and Thompson went to Atlanta to meet with Mr. Tatel. At that meeting new and critically important definitions of the *Criteria's* requirements were surfaced by OCR as necessary actions to obtain approval of our Plan. Mr. Tatel on that occasion—barely two weeks prior to the date on which he was required to notify the court of his decision on our plan—interpreted the *Criteria* pertaining to program duplication as requiring that we put in motion a plan for changes in the location of degree programs designed solely to induce changes in student attendance patterns, that we go back and begin again our long-range planning on academic programs, and do so in this very narrow frame of reference. It is doubtful, at best, that even far-reaching changes in the assignment of programs would effect the kinds of changes in enroll-

ments that HEW apparently expects or hopes for as a consequence of such action. It is clear, in any event, that we were being called upon to embark upon what I think would be an educational experiment that would seriously disrupt the educational program of The University of North Carolina, that could inflict long-lasting damage upon our institutions, and all on the unproven assumption that it *might* bring about major changes in the racial composition of the student population of our institutions, and especially of our traditionally black institutions.

President Friday also regretted what he called the "arbitrary selectivity in HEW's activities in the enforcement of Title 6 in higher education." Some states that had at one time operated with *de jure* segregation in their public systems of higher education had never been asked to file a plan. Some of those who were given clearance—for example, Oklahoma—made absurd commitments. Oklahoma promised to set up a training program for entrance to the foreign service in a little institution that was far weaker than any institution in North Carolina. There were other inconsistencies of which Secretary Califano continued to be reminded. For example, there were private institutions that had made little effort toward desegregation which received large federal grants.

At the meeting of the Board of Governors on 10 February the Committee on Educational Planning, Policies and Program recommended that the board appoint outside counsel to assist in protecting the university's interests.

On 22 February Secretary Califano called a press conference at which he evidently tried to put the university under so much pressure that it would give in to the demands of OCR. As a matter of fact, some time before this, President Friday reported that he walked into Secretary Califano's office, and an OCR lawyer asked him, "Do you ever wonder why The University of North Carolina is under such heavy gunfire?" President Friday replied, "No, why don't you tell me!" The OCR lawyer said, "It's because the Legal Defense Fund figures that if they can break you-all, they can break anybody." President Friday replied, "Well, I appreciate your candor, we'll see you in the courtroom."

At the press conference, Secretary Califano, in a jovial and almost boastful spirit, revealed that OCR had come to terms with all of the institutions except North Carolina, and he could not understand why, if the people in North Carolina read the plans that had been accepted from the other five states, they would not fall in line, and finally he stated that:

These criteria which the five other states have met in their plans involve a commitment by the states to increase the number of blacks attending traditionally white universities; to promote integration by

eliminating unnecessary duplication of programs in black and white institutions; to expand the number of black faculty members in the traditionally white institutions and to expand the number of blacks on the boards of the TWIs; and to strengthen the black institutions through a number of new resources and new programs so that these schools are improved in quality and become more attractive for white and black students.

He failed to explain the limited extent to which some of these institutions had made the commitments. Furthermore, he did not mention what was well known, that North Carolina had gone further than any other southern state in providing educational opportunities for blacks and that North Carolina had a larger number of predominantly black institutions than any state. The press quizzed the secretary intensively on the inconsistencies of some of the other plans and on who was going to decide on the grants to be withheld.

The notice that was given the University of North Carolina charged the institution with not taking "sufficient action as required by law to eliminate the effects of the prior dual system" so that vestiges of constitutional segregation remained. The university had twenty days to reply to the notice, but Secretary Califano said that he hoped agreement could be reached through further negotiations without the need for administrative proceedings. The initial deadline was extended, giving the University of North Carolina until 1 May to file a response. Secretary Califano also said that before any complete cutoff of funds, HEW would defer consideration on applications for new funding in a "carefully targeted and limited fashion," withholding approval only to grants deemed likely to contribute to segregation. Secretary Califano's notice identified as the main problems: black enrollment at TWIs, distribution of black faculty, program duplication, and enhancement of TBIs.

On the same day, President Friday responded, "Our disagreements exist because we have refused to commit to take actions that we believe are educationally unwise, because we continue to be unwilling to accept unreasonable requirements and because we will not agree to any plan that takes from the University its responsibility to make educational decisions." He raised three specific points that were in conflict with HEW: (1) The University of North Carolina had five TBIs, making it difficult to meet HEW's enrollment goals; (2) HEW did not give North Carolina credit for what it had done over the years in such things as library support, new buildings, eighteen new degree programs, minority scholarships, and salary equalization; consequently, the university, he charged, was being punished for its past achievements; and (3) the university would not surrender its right to determine what was to be taught, where it was

to be taught, and when it was to be taught—in other words, would not give OCR jurisdiction over the elimination of program duplication.

A torrent of press comment followed Secretary Califano's performance. Mr. Claude Sitton of the *News and Observer* commented on 25 March that "Joseph A. Califano, Jr., the HEW Secretary, set up the State for the test. He first negotiated sweetheart agreements with other states covered by the Adams case. None had a problem as complex as that of North Carolina . . . A past lack of effort in black education has left them with far fewer predominantly black institutions." HEW's demand that North Carolina's TBIs "must be enhanced while the formerly white institutions are increasing their black enrollment presents an inherent contradiction," he argued.

The *Charlotte News* on 23 March stated in an editorial that "the picture the Secretary seeks to create of North Carolina's University System is a lie." Even the *New York Times* stated that "HEW should be wary of crossing the line between zealous enforcement of equal rights and excessive intrusion into state higher education."

The *Washington Star* pointed out that "North Carolina, in short, is under federal pressure to pursue the contradictory goals of 'integrating' higher education while treating the traditionally black institutions as untouchable enclaves."

University officials and OCR and HEW officials continued to carry on negotiations before Secretary Califano's 22 March press conference. After that date the pace of negotiations quickened, and the technique changed. Legal counsel was employed by the Board of Governors, and Mr. Carl Vogt of the legal firm Fulbright and Jaworski began attending conferences and studying the case in preparation for possible legal action and to work with Mr. Andrew A. Vanore, Jr., of the staff of the North Carolina attorney general. The ad hoc committee of the Board of Governors, composed of Messrs. Philip G. Carson, T. Worth Coltrane, William A. Dees, Jr., John R. Jordan, Jr., and William A. Johnson, participated actively in many of the conferences. Vice Presidents Dawson and Joyner and Mr. Jeffrey H. Orleans were the representatives for the university, with President Friday keeping fully informed. Secretary Califano brought the negotiations for HEW into his office and was represented by Mr. Richard Beattie, his executive assistant. Mr. Tatel did not participate; however, Ms. Arlene Mendelson, a member of the legal staff of OCR, usually accompanied Mr. Beattie. On one occasion, U.S. Commissioner of Education Ernest Boyer was involved at a critical juncture.

The two parties to the negotiations held many joint meetings in Chapel Hill prior to 12 May 1978 with the objective of producing an agreement that would be acceptable to both HEW and the Board of Governors. Mr. Beattie was interested in an agreement that would satisfy the court, and

university representatives were interested in protecting the integrity of the institution and its educational processes. The objectives that motivated the *Criteria* and the frame of reference within which it was drafted made it difficult to reach agreement. This was compounded by some persons who apparently wanted to prevent agreement.

The negotiations were tedious and time consuming, but a document gradually emerged that represented some compromise on both sides. Both parties had good reasons to avoid a long, costly, and time-consuming legal battle. Secretary Califano had political ambitions that would be served better by an agreement than by litigation. President Friday, his associates, the legal advisers and all except three or four members of the board favored a negotiated settlement. They believed that if litigation should be necessary, they would have a stronger case after one more effort focused on the educational soundness of their arguments.

The university was given a notice of opportunity for a hearing, and there was an extension of time for an answer until 1 May. The answer was duly filed, and an administrative law judge was to be appointed to hear the case.

At the time the notice was filed, Secretary Califano requested the university to continue negotiations in an effort to reach an agreement. The negotiations continued almost without interruption to 12 May, the date of the regular commencement meeting of the Board of Governors. It was generally conceded that this meeting would determine whether the case would go to the administrative court or an accommodation would be reached with HEW. The meeting of the board convened at 9:00 A.M. and went into executive session immediately with the understanding that it would begin a public session at 10:30 A.M. for the purpose of greeting retiring faculty members, making the O. Max Gardner Awards, and conducting the regular business of the board.

The attorney for the board, Mr. Vogt, and Mr. Vanore from the office of the North Carolina attorney general, were present for the meeting. Mr. Vogt informed the board of the legal situation, and then Chairman Johnson called on the president who asked that Vice President Dawson give an account of the negotiations since 22 March. He spent about twenty minutes recounting the negotiations that had transpired and clarified the issues as they had emerged. There was a tense discussion until 10:30 A.M. when the board went into its public session. It had been agreed that following the public session the executive session, to consider the legal situation, would resume.

At 12:30 P.M. the discussions began with a statement from President Friday recounting his five telephone conversations with Secretary Califano during the last seventy-two hours, all relating to the issue of duplica-

tion, which had consumed so many hours of tedious negotiations. He revealed that on the previous evening at 11:00 P.M., they had reached an understanding, which he explained. Before the discussion could be clarified, Vice President Dawson was called on for another twenty minutes to describe what had happened with respect to relations with HEW since 30 December. It developed that HEW and the university negotiators had drafted a document of agreement which had been discussed with the ad hoc committee on the previous evening. The agreement between President Friday and Secretary Califano that was confirmed on the morning of 12 May completed the document.

Vice President Dawson was questioned about concessions that had been made by the university and those that had been made by HEW. On the matter of duplication, Dr. Boyer had stated that the study requested by HEW should include all programs, including those in the liberal arts, and this had changed their attitude toward the study. In the area of enhancement, there had also been some change, and with respect to the 150 percent requirement, the university had agreed to some detailed reporting. HEW had agreed to a study of duplication rather than immediate compliance. They also gave on the "core curriculum" and agreed that it should be included in the study of duplication, and he mentioned other concessions that had not been made to states that had already reached agreements with HEW. Mr. Jordan, a member of the ad hoc committee and chairman of the Committee on Planning, Programs and Policies, moved that the Board of Governors approve the recommendations which had resulted from the negotiations conducted with HEW making it clear that the recommendations incorporated the language that President Friday had submitted to Secretary Califano regarding duplication.

A written document that contained the negotiated agreement and included Mr. Friday's understanding with Secretary Califano was distributed and, from this point on, was the subject of a tense debate.

The document discussed by the board came to be known as *Supplemental Statement II*. It included a long statement of what the board had already done to enhance the black institutions and pledged to continue its efforts.

It acknowledged as a desirable goal the achievement of parity in the proportion of black and white high school graduates enrolling in university institutions but recognized that its attainment was dependent on many factors which were beyond the control of the board. However, it committed the board to a good faith effort to achieve the goal.

The document pointed out that the university had already attained the goal of proportionality between black and white North Carolina undergraduate students who completed their baccalaureate studies in university

institutions and then entered into graduate or postbaccalaureate programs in those institutions, and it indicated that establishing numerical goals for black students in each major area of study presented problems because the data base that would provide numerical projections was not available. However, the board agreed to seek increased participation in the discipline areas of agriculture and natural resources, architecture and environmental design, biological sciences, business management, engineering, dentistry, medicine, law, and physical sciences.

The document catalogued what the university was doing to strengthen remedial educational programs and agreed to continue efforts toward the successful matriculation of undergraduate students. Furthermore, it stated as the policy of the University of North Carolina "that race shall not be a factor in the academic evaluation of any student or in determining whether any student meets graduation requirements."

It was agreed that any new activities that may be initiated by the university would be included in the initial report to OCR in August 1978.

It was agreed that by August 1978 each constituent institution and the General Administration would adopt a revised affirmative action plan showing how commitments mentioned in the document would be achieved.

In the area in which there had been the greatest controversy, the university made the following commitment:

The Board of Governors is committed to the elimination of educationally unnecessary program duplication among traditionally black and traditionally white institutions in the same service areas. To meet this commitment the Board will conduct a special study of degree offerings in institutions that are geographically proximate and will implement the findings of the study in a manner consistent with its other commitments to strengthen the traditionally black institutions and its established policies and guidelines for the definition of institutional mission.

The Board will conduct during the summer and fall of 1978 a special study of degree offerings in traditionally black and traditionally white institutions that are geographically proximate. The study will be a comprehensive review of the undergraduate curriculum of each of six institutions and of their programs at the master's level. The institutions included in the study will be Winston-Salem State University, North Carolina A&T State University, and The University of North Carolina at Greensboro; and North Carolina Central University, North Carolina State University at Raleigh, and The University of North Carolina at Chapel Hill.

This special study will be complemented by a study of degree

programs in engineering. Engineering programs are offered at three constituent institutions of The University of North Carolina: North Carolina A & T State University, North Carolina State University at Raleigh, and The University of North Carolina at Charlotte. No other institutions are authorized to begin programs in this costly field of study, and it is not anticipated that such authorization will be given in the foreseeable future.

During the summer and fall of 1978 a study of existing and prospective baccalaureate and master's programs in engineering at North Carolina A & T State University, North Carolina State University at Raleigh, and The University of North Carolina at Charlotte will be made to determine if any educationally unnecessary program duplication may now exist and to insure that such duplication is avoided in plans currently being developed.

The special studies will be completed by December 1, 1978, and the findings will be incorporated into the 1978 revisions of the long-range plan. The studies will be transmitted to the Department when completed, together with a statement of actions to be taken by the Board in connection with any finding of educationally unnecessary program duplication and a racial impact statement for any program change contemplated and a schedule for accomplishing such changes. These actions would commence in the academic year 1979-80, would be completed by 1982-83, and the Board of Governors is committed to take appropriate actions that will, when combined with the other programs and steps described elsewhere in this Plan, be intended to result by the academic year 1982-83 in the enrollment of a significant proportion of students in unduplicated programs in traditionally white institutions and traditionally black institutions.

The controversy had revolved around enrollment in "unduplicated programs." Secretary Califano had wanted the end of the last sentence in the above quotation to read, "in the enrollment of a significant proportion of black students in unduplicated programs." With five traditionally black institutions and with thousands of black students enrolled in the eleven predominantly white institutions, the achievement of this objective would have been impossible. Determining a "significant proportion" would have led to endless arguing with OCR. The burden of statistical reporting to prove whether each black student was in an "unduplicated program" would have been fantastic and the contribution of this objective to the further elimination of racial duality was questionable. President Friday's suggestion that it read "in the enrollment of a significant proportion of students in unduplicated programs in traditionally white institutions and traditionally black institutions" was a fortunate solution to what had

come to be an impossible roadblock. It enabled Secretary Califano to ex-tricate himself from some of the more zealous officials in OCR.

The discussion of the document continued for several hours. A recess of thirty minutes was declared at one time to give the members time to read the document. Since it had not been distributed in advance, it had been necessary to seek the consent of two-thirds of those present to consider it. Chairman Johnson revealed that he had changed his mind since the previous evening and believed that the agreement gave the federal government too much control over the university's future. He was joined in his opposition to the agreement by Mr. Laurence A. Cobb and Mr. Jacob H. Froelich, Jr. The agreement was defended by Mr. Dees, Mr. Jordan, and Mr. Carson, who were members of the ad hoc committee, and by the fourth member of the committee, Mr. Coltrane, who was not present for the full debate. President Friday, Mr. Vogt, and Mr. Vanore supported the agreement. When they finally voted, President Friday had Secretary Califano on the telephone to confirm his agreement. The statement was adopted on a roll call vote by 19-3. After the vote was repeated in the public session of the board, it adjourned immediately. In his discussions with newspaper reporters, Chairman Johnson let it be known that he was displeased with the action of his colleagues in approving the statement.

Secretary Califano made a statement shortly thereafter that HEW would now accept the University of North Carolina plan and would drop administrative proceedings and the threat of withholding funds, contingent upon UNC's completion of the duplication study by December 1978. On 12 June Mr. David Tatel wrote OCR's official letter of provisional acceptance of the university's plan which now consisted of four documents: the 22 August 1977 *Phase II Plan*; the 5 December 1977 *Comments*; the 30 December 1977 *Supplemental Statement*; and the 12 May 1978 *Supplemental Statement II*.

Between June and December of 1978 there was comparative peace between the university and HEW. The university spent a considerable amount of time on the study of program duplication that it had promised as the price for the provisional acceptance of its four-part plan extending over the period August 1977-May 1978. The study, entitled, "Comparative Study of Baccalaureate and Master's Program Offerings," was adopted by the Board of Governors on 8 December. It was based on a detailed analysis of duplication among two groups of institutions: those centered in the Greensboro-Winston-Salem area (North Carolina Agricultural and Technical State University, the University of North Carolina at Greensboro, and Winston-Salem State University); and those in the Raleigh-Durham-Chapel Hill area (North Carolina Central University, North Carolina State University at Raleigh, and the University of North Carolina at Chapel Hill).

This special study was made in the context of the assigned educational mission and academic program plan of each of the institutions, as set forth in the Board of Governors' long-range plan for the University of North Carolina. Both this study and the study of degree programs in engineering were adopted by the board as part of that plan.

The study focused on duplication both in the area of the arts and sciences and in programs with a professional orientation. There were fifty-eight duplicative programs found in the study; however, the major conclusion was: "that there is no educationally unnecessary program duplication within either of the two groups of institutions. This is not a finding based only upon this particular study; it is based on and grows out of policy and program decisions developed over the years by the Board of Governors in its *Long Range Plan*, in special educational planning studies done in important subject areas, and in its efforts to strengthen each of the five formerly black constituent institutions."

This was a logical conclusion based on the statewide mission of the several institutions. Mr. Tatel, with his customary zeal, sent President Friday the response of OCR on 18 January 1979. In the OCR staff analysis of the university study, he found evidence (to his satisfaction) for rejecting the conclusion "that none of the programs could be eliminated." He maintained that the university's duplication study "shows extensive duplication in non-core degree programs among the following sets of TBIs and TWIs: (1) twenty-one duplicative programs between UNC-G and N.C. A & T; eight between UNC-G and WSSU; (2) fifteen between NCCU and UNC-Chapel Hill; nine between NCCU and NCSU." It was evident that those who made the analysis had little knowledge of higher education in either North Carolina or the nation at large.

Mr. Tatel then proceeded to rebut the university's argument that all of these were cases of necessary duplication and came to this conclusion:

While the study identifies extensive duplication among non-core degree programs, particularly at the undergraduate level, no proposals to eliminate any of this duplication are presented; thus, the study does not satisfy UNC's commitment to ensure "enrollment of a significant proportion of students in unduplicated programs." It should be noted that this commitment does not require the elimination of all educationally unnecessary program duplication. Rather, it can be satisfied through a combination of the elimination of some programs at some institutions and the addition of new, unduplicated programs at the TBIs. Also, the elimination of program duplication does not necessarily require that major programs be closed or transferred; rather, under certain circumstances, it can be accomplished through program specialization.

An engineering duplication study was also filed with OCR. It was discussed by Mr. Tatel in his evaluation of the duplication study with similar arguments. In addition, Mr. Tatel found fault with the Carnegie classification of institutions and charged that there was duplication among institutions in the same classification range. He wanted more information about new programs that had been mentioned in the 15 August report for allocation to the TBIs. He intimated that the physical plant and maintenance study of the TBIs that had been filed with OCR did not compare TBIs and TWIs and did not indicate the action that the university proposed to meet the problems identified in the study. He had certain minor criticisms of the procedure for submitting enrollment data. As a matter of fact, Mr. Tatel took the occasion to range among reports that had been submitted to OCR over the previous six months and to find items about which to complain. By this time the OCR counterattack was rapidly approaching the level of absurdity. He had the temerity to ask President Friday whether the staff paper was acceptable as a basis for discussion.

President Friday's response on 25 January to the 18 January communication from Mr. Tatel insisted that Mr. Tatel's paper was not "acceptable as a basis for discussion." Eight reports had been sent to OCR since 15 August 1978, and this was the first reply he had received, Mr. Tatel was informed. The letter, President Friday said, "was contrary to the statutory obligations of the Department to assist us in realizing 'voluntary compliance.'" The tentative evaluation on which Mr. Tatel's paper was based, President Friday insisted, "does not offer a basis for discussion since it declines to acknowledge the validity of the *Plan* accepted on May 12, 1978, or the fact that The University of North Carolina is making substantial progress in meeting its commitments." For these and other reasons, he returned the OCR staff paper with his response.

Secretary Califano announced unofficially on 9 February 1979 that, because of the university's refusal to eliminate program duplication, its plan was now unacceptable. The same day in a special session of the Board of Governors, the special committee for the employment of legal counsel was reappointed.

Meanwhile, OCR appeared to shift its attack from program duplication to another issue, the enhancement of TBIs. An example of this new interest was the HEW on-site inspection of eight of the constituent institutions of the university during February. Mr. Tatel, accompanied by Assistant Secretary of HEW Ms. Mary Berry and enough followers to make it an impressive entourage, attracted a lot of newspaper publicity as they went from campus to campus spending little time and doing a lot of commenting. It was Mr. Tatel's opinion that "the institutions are clearly unequal . . . I guess we were surprised at the degree of underfinancing we

found." Assistant Secretary Berry alleged that "somebody in the State has not understood or hasn't cared—I don't know which—how bad things were in these schools to begin with when they started infusing this money. Whatever efforts were made were not anywhere near what would be needed if one was serious about doing anything about it."

As a result of the Tatel-Berry inspections, there were many comparisons made between the TWIs and the TBIs. For example, the number of autoclaves (a sterilization device used in laboratories) was noted for each type of institution by Assistant Secretary Berry, leading one writer to state, "The Government sleuths reported their tallies to the *New York Times*, whose readers were left to conclude that all whites are born with autoclaves, yet everywhere blacks are still in chains."

The Tatel-Berry tour inspired Senator Jesse Helms to introduce into the U.S. Senate an Academic Freedom Act on 1 March 1979. The act would have prohibited any federal agency from making regulations that might lower the academic standards of any institutions or discontinue any academic programs. There is no record that his bill made any serious headway in the Senate.

Negotiations with OCR continued, and at a meeting on 2 March between representatives of the university and OCR officials, it was suggested that the *Phase II Plan* be accepted for a five-year trial period after which federal officials could evaluate the university's progress. OCR responded on 8 March with a list of seven programs that could be terminated or transferred and that would presumably lead to OCR's acceptance of the plan. President Friday rejected this on 12 March, noting that the proposed capital improvements and program development for the TBIs that would be necessary exceeded the university's financial capabilities by more than \$100 million. On 13 March President Friday promised over \$21 million for improvement of the TBIs. Mr. Tatel countered that this amount was insufficient. President Friday ended this meeting supposedly by vowing to fight HEW with "all resources" if the university's plan were rejected. On 16 March the Board of Governors employed the legal firm of Charles Morgan, Jr., of Washington, D.C. Mr. Morgan was a noted civil rights attorney.

Mr. Tatel formally rejected the plan of the University of North Carolina on 26 March. On 29 March the first steps were taken to defer university funds; a motion was filed stating that aid from twelve agencies would be ended in thirty days if an acceptable plan were not submitted. Early in April the Adams plaintiffs petitioned for the immediate termination of funds. Judge Pratt denied their motion.

President Friday reported to the Board of Governors on 20 April, describing the strenuous efforts that had been made to reach a settlement.

On 2 April he had received notification by registered mail that administrative proceedings against the university were to begin. He reported that Secretary Califano had called Governor Hunt at home on Saturday, 14 April, and requested that his executive assistant, Mr. Richard Beattie, meet with the governor at the mansion on Easter Monday. The governor agreed and called President Friday. Some key documents that the governor needed were collected and sent to him prior to the meeting. Mr. Beattie had informed the governor that what the university had proposed for the enhancement of traditionally black institutions was not enough. He also emphasized the department's continuing difference with the university on the central issue of program duplication.

On Tuesday, 17 April, Chairman Johnson, Vice Presidents Dawson, Joyner, and Thompson, and President Friday met with Governor Hunt. The governor said that Mr. Beattie had offered to come back and meet with university officials, and the governor described the kind of support he was prepared to seek to enable the university to achieve a settlement that was fair and that preserved the integrity of the university. The next day they met with Mr. Beattie and Mr. Tatel in the General Administration Building and were joined by the governor. President Friday stated that the representation made to the HEW officials on behalf of the university and the state was to the "everlasting credit" of both. Governor Hunt offered to ask the General Assembly and the citizens of the state to forego a \$40 million tax relief proposal and to appropriate \$40 million to the Board of Governors to be used for a \$20 million renovation program among the TBIs and to provide an additional \$20 million for other new capital improvements to those institutions. Combined with the \$30 million in capital projects underway, this would give the TBIs a total of \$70 million for capital improvements enhancement. President Friday told them: "We are prepared to commit that, at the conclusion of the life of our *Plan*, in 1982-83, the Board would conduct a study of the effects of all that we had done and that, if such a study did not reveal significant achievement in the elimination of a racially-dual system, the Board would determine what further measures shall be taken to encourage and promote the further integration of all University institutions."

President Friday and some of his associates went to Washington on 19 April and talked with Mr. Beattie, Mr. Tatel, and Secretary Califano, but they were still unable to bring home an agreement.

On 20 April, when President Friday gave his report, Mr. Charles Morgan, who had been retained by the state to represent the university, reviewed recent developments and suggested to the board that it consider authorizing the filing of a suit in the federal district court in North Carolina. Drafts of a proposed complaint and brief for use in such a suit were distributed to the members.

Mr. Richard H. Robinson reviewed for the board offers that had been made earlier in the week by Governor Hunt and President Friday to HEW concerning the proposed \$40 million in additional funds for the TBIs to be spent over a four- to five-year period. A 15-page document was distributed giving the ways in which this money would be spent and proposing additional actions that would be taken to strengthen the TBIs. It was moved that the board instruct its counsel "to take to the Secretary of HEW the 15-page document together with statements giving the Board's position on program duplication and explaining that the Board's action was contingent upon funding by the General Assembly." Following a substitute motion and considerable discussion, a motion was passed authorizing Mr. Charles Morgan, Jr., and the attorney general of North Carolina to file suit on or after 23 April 1979, and "after consultation with and authorization by the Chairman of the Board" to engage in settlement negotiations with HEW. Counsel was instructed not to negotiate regarding any language which might in any way impinge upon the precepts expressed in the following: "Under no circumstances does the University acknowledge that the Department or any other political authority has the right to dictate, guide, or evaluate curricula, programs, or program content or the geographic-institutional location of program or course offerings, it being the position of the University that such decisions are reserved to it by the First Amendment of the Constitution of the United States."

Counsel was also instructed not to accept the *Criteria* either expressly or implicitly. The motion, which in effect deferred the filing of the suit until after 23 April, authorized further negotiations with officials of HEW on the basis of the \$40 million proposal, and was approved, but it was evident that most members of the board had lost confidence in Secretary Califano and OCR and were ready to take the matter to the U.S. District Court.

Secretary Califano immediately expressed regret for the board's action, and asserted that the cutoff of funds would begin on 2 May.

On 24 April 1979, in the U.S. District Court for the Eastern District of North Carolina, attorneys for the state filed suit to block the cutoff of federal funds. On 26 April Judge Franklin Dupree signed a temporary restraining order against HEW forbidding the deferring of funds pending a hearing on the matter. This order was twice extended to 11 June. The restraining order was against the Department of Health, Education and Welfare, Joseph A. Califano, Jr., and the principal officials connected with OCR and the various departments of the United States government that administered funds that were granted to constituent institutions of the University of North Carolina. It sought declaratory and injunctive relief and sought to prohibit the department: "from cutting off Federal

funds and from dictating program content or requiring program shifting in violation of the First Amendment rights of the University and its students and faculty to academic freedom; to declare unconstitutional the existing *de jure* criteria the existence and application of which deprive North Carolina of its right of constitutional equality."

The *Complaint for Declaratory and Injunctive Relief* listed some sixteen individuals and federal departments as defendants. It included seventy-two statements of what were termed "facts," and it mentioned a number of causes of action beginning with "the defendants' termination of or refusal to grant or to continue assistance, on the threat of such termination or refusal for various programs and activities."

It closed with a request that the court grant the following relief: (1) "an order declaring that defendants' enforcement of Title VI, the *Amended De Jure Criteria*, and the *Revised De Jure Criteria* deprives the State of North Carolina of constitutional equality guaranteed all states of the United States . . ."; (2) "an order declaring that The University of North Carolina is in compliance with Title VI"; (3) an order prohibiting the use of the formerly *de jure* status of the state of North Carolina "in determining whether or not the University is in compliance with Title VI"; (4) an injunction prohibiting defendants from applying the *Criteria* to the plaintiffs and from otherwise enforcing Title 6 until the court has had an opportunity to determine whether the university is in compliance with Title 6 and that defendants' attempt to shift programs from institution to institution is beyond their statutory and constitutional authority; (5) relief from the failure of the defendants to publish a notice of proposed rule-making in the federal register; (6) an order declaring the defendants' failure to consider the uniqueness of higher education in a number of respects in determining compliance with Title 6 as arbitrary and capricious; (7) an order declaring the defendants' use of "numerical goals and timetables" as "indices by which to measure progress toward the objective of eliminating the effects of unconstitutional *de jure* segregation" is arbitrary and capricious and violates the due process clause of the Fifth Amendment of the Constitution; and (8) "an order declaring that defendants' insistence on racial balance in the university's constituent institutions, its requirements that the university consent to the elimination or shifting of allegedly educationally unnecessary duplication programs, and its attempts to exert control over the university's curriculum violates 20 U.S.C. Section 1232a" (Prohibition against federal control of education).

In their arguments against the restraining order, federal officials stated that the University of North Carolina would not be permanently hurt by a cutoff of funds and even if it should be hurt, that was better than federal support for segregation. They maintained that no tenets of academic free-

dom were being violated by program elimination; that HEW's actions had been national in scope and, hence, the University of North Carolina had not been subject to arbitrary enforcement; and they denied that HEW had failed to provide clear guidelines.

The federal government requested that the lawsuit be transferred to Judge Pratt's jurisdiction in Washington, D.C. on 1 May. At the end of May, Judge Dupree denied the government request. On 8 June Judge Dupree ruled that the federal government could not withhold grants from the state until after the administrative hearing procedure. Following those hearings, he stated that he would decide on the state's assertion that the government's desegregation campaign against the university was unconstitutional. At the end of his statement, he noted that a negotiated settlement was preferable to a drawn-out suit. He remarked that "the Court genuinely hopes these grave historical and political questions can be resolved amicably by leaders of good faith and purpose." The good faith of the university and the state was indicated by the passage in the General Assembly of the \$40 million enhancement appropriation that President Friday had proposed on 25 April after negotiations apparently were deadlocked.

HEW announced on 18 June that Judge Lewis F. Parker had been selected as the federal administrative law judge who would preside over the University of North Carolina case, and the hearing was set to begin on 7 January 1980. Delays forced the moving of the hearing still further to July. After less than two months into the case, Judge Parker disqualified himself because his daughter had just applied for admission to the University of North Carolina at Chapel Hill. Judge John Mathias was assigned to continue the case, which lasted for almost a year. Nearly 15,000 pages of testimony were taken and over 500 exhibits were assembled. A number of eminent educators testified that the demands of OCR in enforcing its *Criteria* were educationally unsound.

In May 1980 HEW was divided into two departments by congress on President Carter's recommendation—the Department of Health and Human Services and the Department of Education. Judge Shirley Hufstедler was named secretary of the Department of Education, and the University of North Carolina case came within her aegis. With the beginning of the administration of President Ronald Reagan in 1981, Dr. Terrell Bell of Utah replaced Secretary Hufstедler in the Department of Education. Secretary Bell, who was a person of substantial experience in the field of higher education, began negotiations for a consent decree about a month after assuming office.

On 20 June 1981 the Board of Governors in executive session considered a proposed consent decree that would be submitted to the judge of

the U.S. District Court for the Eastern District of North Carolina. Mr. William A. Dees, Jr., moved "that the board authorize University counsel to join with counsel for the Federal Government to file" a proposed consent decree. Vice President Dawson and Mr. Levin, counsel for the university, explained various aspects of the proposed decree. Following extensive discussion, Mr. Dees' motion was adopted unanimously and the vote was repeated in the public session. The consent decree was approved by Judge Dupree on 17 July. It set enrollment goals rather than fixed quotas; it called for improvement in the TBIs by adding twenty-nine graduate and undergraduate programs; it continued development of graduate centers in Fayetteville and Elizabeth City; and provided for a new graduate center in Winston-Salem. Equitable financial support for the TBIs, continued efforts to integrate staff and faculty, and the assurance of equitable salaries were pledged. There was a commitment to ensure expansion of educational opportunities for minority students. There was agreement to attempt to raise black student enrollment at TWIs to 10.6 percent by 1986-87 and white enrollment at TBIs to 15 percent. When the decree expires on 31 December 1986 the court will retain control of the case until 31 December 1988. Secretary Bell, in announcing the agreement, emphasized that "the State will control the destiny of its distinguished and respected University."

The NAACP's Legal Defense Fund promptly tried to restrain Secretary Bell from entering into the decree and have the case returned to Judge Pratt. The action was brought before Judge Pratt in the District of Columbia Federal District Court, but he ruled that he now lacked jurisdiction in the case. The Legal Defense Fund then appealed to the District of Columbia Federal Circuit Court. In January 1982 a three-judge panel heard the Legal Defense Fund's appeal and ruled in August by a vote of 2-1 that "the day has not yet come when courts of one circuit should issue declaratory judgments involving actions taken by courts of another circuit."

On 14 October 1982 one of the attorneys for the Legal Defense Fund, Mr. Elliott Lichtman, presented a second appeal to the Circuit Court which was heard en banc with all of the justices present. The appeal was again denied by a vote of 6-4; however, the opinion was not released until 10 June 1983. The Legal Defense Fund then appealed to the U.S. Supreme Court. On 21 February 1984 the court refused without comment to hear the case; thus, after fourteen years, the Legal Defense Fund had exhausted its legal resources for further confrontation with the University of North Carolina via the Office for Civil Rights.

The university had been forced to spend more than \$2,184,000 on legal fees and, in addition, it is impossible to calculate the value of time spent by the Board of Governors and the General Administration staff to pro-

tect the institution from action on the part of the federal government, which threatened its freedom to conduct its affairs under the same constitutional principles as were permitted most of the other states in the Union. The memory of *de jure* segregation which had been abolished in 1957 was used to drag the university and the state of North Carolina through the long and dreary proceedings begun in 1970.

In the consent decree, the University of North Carolina made the following commitment:

Through December 1986, the University shall file each December, beginning in December 1981, annual reports with the Court, with copies to counsel for the Government and the Assistant Secretary for Civil Rights of the Department of Education, setting out (1) the actions taken by the University and its constituent institutions in accordance with the commitments set forth in Section VI of this Decree; (2) the minority presence enrollments at the predominantly white and predominantly black institutions for each year beginning in 1981-82; (3) the current operations and capital improvements budgets for each comprehensive and general baccalaureate constituent institution as approved by the Board [of Governors] for each fiscal year beginning with 1981-82; and (4) the implementation of the institutional development plans for each of the predominantly black institutions as set forth in Section VII.

The university rendered to the court and the federal government five elaborate reports through December 1985 responding in detail to each of the four areas covered in the commitment. For example, the university designed and carried through on a program to inform black students in schools, community colleges, and senior colleges of the opportunities available to them on the sixteen constituent campuses. It reported regularly on minority presence enrollment at both predominantly white and predominantly black institutions. By 1985 in the aggregate the university had slightly exceeded the 15 percent for enrollment of whites in the predominantly black institutions but was still short by 2 percent of the 10.6-percent goal for enrollment of black students in predominantly white institutions. It was making a determined effort to reach its enrollment goals in spite of unfavorable demographic trends. The reports also showed that, for both current operations and capital improvements, the predominantly black institutions were treated as well or better than the predominantly white institutions and had come a long way under the Board of Governors. Finally, the university was on schedule in implementing plans for developing and enhancing each of the five predominantly black institutions.

Both parties to this monumental controversy appeared willing to abide

by the following wise advice given to them by Judge Dupree when they first appeared before him in the summer of 1979: "The protagonists in this drama do not wear black and white hats; instead they are men of conscience struggling to preserve, alter, modernize and improve a great educational institution. In the balance rests our children's future. The court genuinely hopes these grave historical and political questions can be resolved amicably by leaders of good faith and purpose."

The following editorial in the *Asheville Citizen* of 24 June 1981 expressed the opinion that was echoed throughout the state: "The desegregation settlement reached by the University of North Carolina and the federal government is the best news in years concerning the state's relations with Washington . . . This state can now get on with educating young people rather than playing games with federal bureaucrats. . . . The federal courts should approve this plan, for, like all good compromises, it serves well all parties in the dispute."

The Standing Committees of the Board of Governors

*The Board of Governors shall plan and develop
a coordinated system of higher education in North
Carolina. To this end, it shall govern the sixteen
constituent institutions.*

—G.S. 116-11

To carry out this general directive in G.S. 116-11, the Board of Governors is given extensive powers over the programs, personnel, and budgets of the university. Anticipating that the board would need an organization for meeting its responsibilities, it was also given the power “to appoint from its own number committees which shall be clothed with such powers as the Board of Governors may confer.”

For sixteen months the Board of Governors had no regular standing committees. Three ad hoc committees were named by Governor Scott to oversee budget requests, personnel matters, and long-range planning. Mr. J. P. Huskins was chairman of budget, Mr. Maceo A. Sloan of personnel and Dr. Hugh S. Daniel, Jr., of long-range planning. On 14 September 1973, chapter 3 of the *Code* was adopted. It called for four standing committees to deal with matters in the area of budget, personnel, planning, and governance. At this same meeting, a nominating committee was set up to recommend the membership of the committees with Mr. Jacob H. Froelich, Jr., as chairman. He reported the recommendations of the nominating committee to the board on 22 October. Since that time a significant body of practices and procedures has developed around the activities of these four standing committees.

The history of the board's activities after that date revolves largely around the work of these committees. Since 1972 the headcount enrollment of the sixteen constituent institutions has increased from 87,631 to 125,274 in the fall of 1985. The state appropriated funds for current operations increased from \$186,624,286 in 1971-72 to \$838,500,000 in 1985-

86. In the latter year the total expenditures of the University of North Carolina from all sources was estimated to be \$1,472,000,000. During the period 1973 through 1986, capital improvements funds available to the university amounted to \$965,135,287. Of this amount, \$250,000,000 came from the issuance of "self-liquidating" (revenue) bonds and other non-state sources.

The total number of university employees paid from state-controlled funds increased from approximately 18,000 in 1971-72 to over 28,000 as of 1 July 1985.

The enormous growth in responsibilities of the Board of Governors during these years resulted in a corresponding increase in the responsibilities and activities of each of the four standing committees.

COMMITTEE ON BUDGET AND FINANCE

The duties and responsibilities of the Committee on Budget and Finance are described in Section 301-B of the *Code* as follows:

The Committee on Budget and Finance shall consist of the Vice Chairman of the Board of Governors and six elected members. The Committee shall advise and consult with the President concerning budget policy and preparation. The Committee shall consider the budget proposed by the President and, upon its approval, shall submit the budget to the Board of Governors for final action. The Committee shall make recommendations to the Board for the allocation of funds appropriated to the Board. It shall also advise and assist the President, and submit recommendations to the Board, with respect to real property transactions, investments, endowments and other fiscal and property matters within the jurisdiction of the Board of Governors.

Perhaps the committee's most important function has to do with advising and consulting with the president about budgetary policy, preparing the budget, and recommending to the Board of Governors a proposed budget for their action. The Board of Governors is required in accordance with G.S. 116-11(9)a to "prepare and present to the Assembly a single unified recommended budget for all of public senior higher education." Before 1972 each institutional board of trustees had submitted a separate uncoordinated budget. One of the reasons for bringing all the institutions under the Board of Governors was to introduce order into the budgetary process. The board is required to submit budget requests in three general categories.

The first of these includes "funds for the continuing operation of each constituent institution." This section of the budget is based on what the institution is currently receiving and is appropriated directly to the institution; however, in the preparation of the budget, it must be submitted by the chancellors of the institutions to the president and is carefully examined by him and the committee before it is included in the budget.

The second part of the budget relates to funds requested for salary increases for all employees who are exempt from the State Personnel Act. The president, beginning with conferences with the chancellors and with the vice presidents, makes a recommendation to the Budget Committee, which has been arrived at frequently after consultation with representatives of other groups of state employees such as the public school personnel and those of the various departments. The funds are appropriated in a lump sum as stipulated in G.S. 116-11(9)b. Funds for salary increases are allocated to the constituent institutions by the Board of Governors after receiving the advice of the president through the committee.

The funds in the third category are also requested in a lump sum. The requests which are itemized and arranged according to priority cover the following areas: "New programs and activities, expansion of programs and activities, increase in enrollment, increases to accommodate internal shifts and categories of persons served, capital improvements, improvements in levels of operation and increase to remedy deficiencies, as well as other areas."

In practice, the requests have placed capital improvements in a separate classification arranged according to a schedule of priorities and all of the other requests in another classification arranged according to a schedule of priorities. Customarily, in the capital improvements priorities, the requests are identified by institution and the priority for each institution is indicated. In the other category, which is for the enrichment of the institutions, the first priority has usually been for increases in enrollment. Other priorities are indicated and in the funds appropriated, the General Assembly may decrease the amount requested for an item, and it may even lump a number of items together and appropriate a sum less than the total of all items. It has been up to the board to allocate funds in accordance with the areas of most pressing need in the several institutions.

In some instances the Board of Governors has had no discretion where funds have been specifically allocated in the appropriation act by the General Assembly for such projects as the building and operation of the East Carolina medical school or the School of Veterinary Medicine at North Carolina State University. The same is true for buildings that were allocated by the General Assembly to particular institutions. This problem of designated appropriations caused some expressions of discontent among

members of the Board of Governors in 1983, and there was discussion of protesting the practice to the political leadership in the General Assembly; however, resort to this course of action did not occur.

The board had presented by 1983 eight "single unified recommended budgets" to the General Assembly. It had evolved an effective procedure for developing, analyzing, transmitting, and explaining the budget to the governor, the Advisory Budget Commission, and the General Assembly. During this period the chairmen of the Budget Committee were Mr. W. Earl Britt, 1973-75; Mr. Hugh Cannon, 1975-78; Mr. T. Worth Coltrane, 1978; Mr. James E. Holmes, 1978-82; and Mr. William A. Dees, Jr., 1982-. The staff officer for the committee since the beginning has been Mr. L. Felix Joyner, vice president for finance.

The committee has been confronted with many problems other than the technical preparation and presentation of the budget. Probably the most important work in connection with obtaining appropriations for the university goes on after the legislature actually begins the consideration of the appropriation bill. Since 1973 Mr. R. D. McMillan, Jr., assistant to the president for legislative affairs, has been a key figure in the success of the university in receiving the generous support it has enjoyed from the state. In accordance with the Executive Budget Act, all state agencies are required to make a budget request in the format and by a schedule established by the governor, who is director of the budget. The governor then consults the Advisory Budget Commission, which is responsible for reviewing the budget before it is presented to the legislature. At the appropriate time, the governor makes his recommendation to the legislature on the requests from all of the state agencies. At this point the legislature takes over and the appropriations committees develop over a period of months an appropriations bill for all state institutions. In this process, the recommendations of the governor frequently undergo many changes. The funds appropriated for an agency may be used only for the purposes given when the money is requested or as the requests may be amended by the General Assembly.

When the university is notified of its appropriation, the process of allocations of those funds received in a lump sum by the Board of Governors begins. In any cases that require deviation from the purposes for which the funds were appropriated, approval must be received from the Advisory Budget Commission and the governor. Between 1 July 1972 and 30 June 1985 cumulative expenditures for current operations supported by state appropriations for the University of North Carolina and its constituent institutions amounted to approximately \$5,595,000,000. Only about half of the current operations expenditure of the university has come from state appropriations. The other has come from receipts

from auxiliary enterprises; federal appropriations, contracts and grants; hospital receipts; tuition and fees; educational activities receipts; other contracts and grants, gifts and endowments; independent operations receipts; and other sources. Cumulative expenditures for current operations supported by state appropriations and all other institutional receipts for the University of North Carolina and its constituent institutions, beginning 1 July 1972 and ending 30 June 1985, amounted to approximately \$11,297,000,000. Over the period from 1973 to 1986, as was mentioned above, the total funds available to the Board of Governors for capital improvements amounted to \$965,135,287.

The Committee on Budget and Finance has been responsible for making recommendations to the Board of Governors concerning the tremendous financial expenditures summarized in the figures mentioned above.

The Board of Governors is responsible for fixing tuition rates and all fees for the sixteen constituent institutions. Frequently, the General Assembly, in its appropriation act for the university, has anticipated that tuition would have to be increased in order to make up the full amount appropriated, and the board has acted accordingly. When the Board of Governors assumed responsibility for the sixteen constituent institutions on 1 July 1972, the tuition and fees varied widely among the institutions. The Board of Governors began in its budget requests for 1973-75 to bring tuition and fees for similar institutions into some semblance of order. A three-year plan for equalizing in-state tuition was recommended by the committee and adopted by the board. Since then, the board has maintained identical tuition rates among the categories of institutions. Tuition charges at each institution for undergraduate, graduate, and professional students have been at the same rate, with some exceptions in the health sciences. Fortunately, the university has been able to convince the General Assembly to follow the mandate in Article IX, Section 9, of the North Carolina State Constitution which reads as follows: "The General Assembly shall provide that the benefits of The University of North Carolina and other public institutions of higher education, as far as practicable, be extended to the people of the State free of expense."

Since 1970, for example, tuition for the academic year at the University of North Carolina at Chapel Hill has increased from \$225 to \$480 for a resident of the state and fees from about \$173 to \$292 for an academic year. This ranks the university among the lower-tuition state institutions. The public institutions of higher education have for many years been required by state law to charge a higher rate of tuition to nonresidents; however, this rate has been relatively modest until recent years. In 1983 the General Assembly passed an act that required the Board of Governors to "fix the tuition and required fees charged nonresidents of North Caro-

lina . . . at rates higher than the rates charged residents of North Carolina and comparable to the rates charged nonresident students by comparable public institutions nationwide." The act did give the Board of Governors the authority to charge graduate teaching assistants or graduate research assistants who were graduate students in the same institutions a lower rate and to charge other students with "special abilities" a lower rate "provided the rate is not lower than the North Carolina resident rate." Under this act, the nonresident rate for tuition set by the board for the University of North Carolina at Chapel Hill was \$2,842 for the academic year 1984-85. The comparable rate for 1970-71 was \$950.

In addition to tuition, there are fees for many other services and purposes such as athletic fees, health fees, and student activity fees, which are charged in support of services that the state by policy does not support. There are also student charges to pay for debt obligations that have been incurred to finance borrowing to construct self-liquidating facilities. Since about 1960, the General Assembly, with an occasional exception, has required that such facilities as dormitories, student unions, and parking facilities be financed on a self-liquidating basis, and all of these are considered by the Committee on Budget and Finance and approved by the Board of Governors.

The committee and the board have considered and approved since 1 July 1972 hundreds of requests from the constituent institutions on such matters as establishment of enrollment levels, fee schedules, sale of property, acquisition of land, acceptance of gifts, issuance of self-liquidating bonds, lease and rental of property, transfer of funds, transfer of endowment trusts to local campuses, removal of architectural barriers, renovation of buildings, construction of parking lots and parking decks, waiver of tuition for persons over sixty-five and for faculty and staff, acquisition of land and construction of additional facilities for the General Administration, study of physical plants of the traditionally black institutions, construction of a myriad of walks and numerous landscaping projects for constituent institutions, approval of every building and every repair costing more than \$50,000, and approval of roofing projects for a considerable percentage of the buildings on the sixteen campuses. These and other activities of the committee have required versatility and dedication on the part of its members over the years.

COMMITTEE ON EDUCATIONAL PLANNING, POLICIES AND PROGRAMS

The *Code*, Section 301-C, makes the following provision for this committee:

The Committee on Educational Planning, Policies and Programs shall consist of twelve elected members. It shall receive the advice and recommendations of the President and make recommendations to the Board in all areas pertaining to the development of a coordinated system of higher education in North Carolina, including: (a) the definition of mission and assignment of functions of each constituent institution, (b) the review of requests for the initiation of new degree programs and recommendations for the termination of existing programs and (c) the provision of supportive services, facilities and other resources for the instructional, research and public-service programs of the constituent institutions. The Committee shall also advise and assist the President and the Board in maintaining close liaison with the State Board of Education, the Department of Community Colleges and the private colleges and universities. It shall further recommend to the Board procedures and standards for the licensing of non-public educational institutions.

The chairmen of the committee over the years have been Dr. Hugh S. Daniel, Jr., 1973–78; Mr. John R. Jordan, Jr., 1978–80; Mr. David J. Whichard III, 1980–81; Dr. E. B. Turner, 1981–82; Mr. F. P. Bodenheimer, 1982–85; and Mr. Reginald F. McCoy, 1985—. In April 1974 the committee set up two subcommittees, one on professional education and the other on undergraduate and graduate education. Because this committee was involved in such a broad range of educational activities, it was assigned twelve elected members, leaving the remaining members of the board to be distributed among the other three committees. The vice president for planning has served as the staff officer for this committee. Since its creation, it has had two staff officers: Mr. John L. Sanders, 1973–78, and Dr. Roy Carroll since January 1979. One of the major responsibilities of the committee has been the review and approval of academic programs. When the General Assembly reorganized higher education in the public senior institutions, among the early actions of the Board of Governors was that of declaring a moratorium on the initiation of new academic programs by the institutions until an inventory of all programs could be completed. The moratorium was lifted early in 1974 and Table 1 lists by academic year since that time the number of programs that the committee authorized for establishment, planning, and termination.

The staff work for all of the program changes noted in Table 1 and for all special studies was under the supervision of Senior Vice President Raymond H. Dawson of the Division of Academic Affairs.

In 1973–74 the committee recommended that the degree title in fourteen programs be changed. In 1979–80 it recommended an evening pro-

TABLE I
*Academic Programs Recommended by the Committee
 on Educational Planning, Policies, and Programs for
 Establishment, Planning, and Termination, 1973-1985*

Academic Year	Authorized for Establishment*	Total	Authorized for Planning	Total	Authorized for Termination	Total
1973-1974	38-B,3-M	41	3-B,1-I,5-M, 2-D	11	6-M	6
1974-1975	4-B,1-M,1-P	6	12-B,5-M,2-D	19		
1975-1976	2-B,3-M	5				
1976-1977	12-B,2-I,12-M, 3-D	29				
1977-1978	5-B,2-I,12-M, 1-D	20	10-B,16-M,7-D	33	22-B,3-I,16-M, 3-D	44
1978-1979	9-B,15-M,7-D	31	18-B,1-I,14-M, 1-D	34	2-B	2
1979-1980	6-B,4-M	10	8-M	8	1-B,1-M	2
1980-1981	6-B,4-M,1-P	11	20-B,11-M	31	6-B,4-M	10
1981-1982	7-B,7-M	14	1-B,2-M,1-D	4	1-B	1
1982-1983	4-B,2-M,1-D	7				
1983-1984	5-B,7-M,1-D	13	11-B,7-M,1-D	19		
1984-1985	9-B,5-M,1-D	15	2-B,1-M	3		
		202		162		65

*The abbreviations used are: B=Bachelor; I=Intermediate (Sixth-Year); M=Master's; P=Professional; and D=Doctorate.

gram for the law school at North Carolina Central University. In 1982-83 it recommended that the Associate Degree Program in Nursing at UNC-Wilmington be replaced by a baccalaureate program. Between 1981-82 and 1984-85, eighteen of the programs were among the twenty-nine new degree programs identified in Section 7 of the consent decree to be established in the historically black institutions.

The Board of Higher Education was responsible originally for licensing non-public degree-granting institutions of higher education that were established after 1923. The committee noted early that this had not been a very demanding duty since only three of the thirty-eight private colleges and institutions in the state were chartered after that date. Due to a change in the policies of the Veterans Administration, however, many proprietary schools were finding that it was to their advantage to be able to grant two-year associate degrees; hence, in 1974 the committee recommended rules and standards governing the licensing of such institutions. These were modified in February 1976 as the revised *Rules and Standards for Licensing Non-Public Institutions to Confer Degrees* and the supporting *Guidelines for Interpretation: Rules and Standards*.

When the State Department of Public Instruction, which serves as the Veterans Administration's Agency for approving institutions offering degrees on military reservations, requested that the Board of Governors assist the department in evaluating such institutions, the committee recommended that the board decline the invitation.

In October 1977 the committee recommended that the board sponsor an amendment to the statute to extend the exemption for licensure of seminaries to cover Bible colleges and other similar religious groups. The exemption was broadened to include all private colleges chartered prior to 1961. This exempted the Bible colleges and the three private institutions that had been subjected to periodic licensure by the board.

Between 1973-74 and 1984-85, forty cases involving action on an application for a provisional license, a regular license, or a renewal of a regular license by proprietary and other institutions were acted upon by the committee and the board.

During the 1978-79 year the committee recommended that the board deny licensure to Nova University, which made application to offer the following programs in North Carolina: doctor of education for community college faculty; master's and doctor of public administration; doctor of education for educational leaders; and master of science in criminal justice. These programs were to be offered in extension centers known as clusters, but the actual degrees were to be awarded on the Nova campus in Fort Lauderdale, Florida. The visiting committee that examined the programs came to the conclusion that library resources, physical facilities, and the use of visiting faculty were all inadequate for offering graduate study of the quality essential for licensing. Nova appealed the adverse decision of the Board of Governors to the superior court and pursued the case through the State Supreme Court which ruled in favor of Nova University. According to the court's decision, the board could not require a license of Nova under the existing statute because it did not "confer degrees" in North Carolina. Subsequently, the statute was amended to cover actual instruction; however, it has not yet been challenged in the courts.

Perhaps the most important function of the Committee on Educational Planning, Policies and Programs was that of overseeing the long-range planning of the university. It was April 1976 before the first long-range plan was actually issued. It was necessary to inventory the programs of each of the sixteen constituent institutions and also to study the demographic trends in order to allocate projected enrollments to each of the institutions. In addition, some method of classifying the institutions was needed to clarify the allocation of roles and functions to each institution. The classification system used was based in part on the Carnegie Com-

mission on Higher Education's *Classification of Institutions of Higher Education*. The categories were as follows:

1. Major research universities: North Carolina State University and the University of North Carolina at Chapel Hill
2. Other doctorate-granting universities: University of North Carolina at Greensboro
3. Comprehensive universities: Appalachian State; East Carolina University; Agricultural and Technical State University; North Carolina Central University; University of North Carolina at Charlotte; and Western Carolina University
4. General baccalaureate universities: Elizabeth City State University; Fayetteville State University; University of North Carolina at Asheville; University of North Carolina at Wilmington; and Winston-Salem University
5. Specialized institution: North Carolina School of the Arts

Starting with the plan issued in 1981, the titles of the institutional categories were changed as follows, but the schools in the various categories remained the same:

1. Research universities I
2. Doctorate-granting universities II
3. Comprehensive universities I
4. Comprehensive universities II
5. Schools of art, music, and design

By 1985, Fayetteville State University and the University of North Carolina at Wilmington had moved up from Comprehensive universities II to I.

The first edition of *Long-Range Planning* covered the years 1976-1981, and it was intended at the time to issue a volume annually updating the plan by one year. This scheme was followed for the next two years, and updated plans were issued in November 1977 and in December 1978. The first three volumes were edited by Vice President John L. Sanders. This schedule proved to be too strenuous, and the next three issues were on a biennial basis. The one for 1980-85 was adopted in February 1981. The issue for 1982-87 was adopted in September 1983, and the last one for 1984-89 was adopted in October 1985. These three issues were edited by

Vice President Roy Carroll. As experience was gained in the planning process, the size of the long-range plans decreased dramatically. The first volume contained 716 pages and the last 252.

The six volumes, which are intended both as a record of the present and a prospect for the future, necessarily contained much duplication and overlap. Vice President Sanders and the staff in General Administration, who helped him assemble the first volume, covered a wide range of topics in much detail. The volume introduced the University of North Carolina and its constituent institutions to the governor and the legislature and to the general public. It contained a long and detailed sketch of higher education in North Carolina covering the university, the community college system, and the private colleges and universities. It discussed in detail the constraints, assumptions, and projections affecting the planning process such as demographic data for the general population of North Carolina and enrollment projections for higher education in the state. The organization and distribution of responsibility for higher education between the university, community college system and private higher education were described. Such limiting factors as state financial resources for higher education and federally established legal imperatives were also treated. The plan next described the goals, tasks, and objectives of higher education, including the institutional and statutory mandates for the university and the community college system. It also delineated the goals of public higher education including access, comprehensiveness of higher educational programs, and the effectiveness from the standpoint of both quality and the economical use of resources. A long and involved section was devoted to instruction, research and public service which closed with the real heart of the long-range plan, an academic program plan for each of the sixteen constituent institutions containing the following divisions:

1. The academic organization of the institution including the schools and colleges around which the various curricular programs were organized.
2. An inventory of all authorized degree programs classified as to baccalaureate level, master's level, intermediate level, doctoral level, and first professional level.
3. Authorization to plan new programs including the level at which the programs were to be planned.
4. Enrollments—undergraduate and graduate—authorized for each of the next five years with the understanding that the enrollments could be revised in the next edition of the long-range plan.

5. Special responsibilities of the institutions: for example, North Carolina State University was the principal land grant institution; Pembroke State University was assigned its highest priority to plan for the development of programs at the master's level in education; the University of North Carolina at Chapel Hill was given the responsibility to serve as the principal center of graduate education at the doctoral level except in those scientific and technological areas that were offered at North Carolina State University, and for professional education.
6. Annual review of the long-range plan. In this connection, institutions were given specific directions as to the preparations they should make for the next edition of the long-range plan.

This format with some revisions was continued in the next five editions of the long-range plan. In later editions, "academic organization" became "general statement of educational mission." In some academic program plans, the category "discontinuations" was added.

The planning process begins on the campus of each of the sixteen constituent institutions which develop separate plans showing their aspirations for the next five-year period. These plans are discussed with the appropriate members of the General Administration staff, and the requests for new programs and other expansions are screened to prevent unnecessary duplication and facilities that might be redundant. All requests for new programs are carefully considered in the office of the senior vice president for academic affairs.

A strong and complete data base is essential for successful planning. One of the useful statutory duties of the Board of Governors is that of collecting and disseminating information. Over the years and under the leadership of three Associate Vice Presidents for Planning—John B. Davis, 1972–75; Charles R. Coble, Jr., 1975–78; and Gary T. Barnes since 1979—an efficient system for gathering and processing information has been developed, and the appropriate computer facilities have been assembled. Throughout this period the collection and reporting of information has been directed by Ms. Linda Balfour. The university cooperates in three important information-gathering activities. The first of these is the Integrated Postsecondary Education Data System which is the successor to the Higher Education General Information Survey (HEGIS). This provides a variety of information about enrollment, degrees conferred, faculty and staff characteristics, library resources, and institutional finances. The university also collects a large volume of information for the Office for Civil Rights in connection with the consent decree. These reports include information on enrollment, employment, student financial aid, student retention, and a variety of other matters. Finally, the

Planning Division of the university collects North Carolina Higher Education Data known as the NCHED Series. This is particularly valuable to all institutions of higher education in North Carolina. It originated under the Board of Higher Education in 1967 and has continued throughout the years with the results of the survey summarized in the annual *Statistical Abstract of Higher Education in North Carolina*. The data gathering and institutional research activities of the Division of Planning are indispensable adjuncts to the management of the sixteen-campus organization of the university. It is also necessary in the long-range planning activities of the Committee on Educational Planning, Policies and Programs.

From the first long-range plan in 1976 to the most recent in 1985, three basic assumptions have motivated the plans of the Board of Governors. The first of these is that planning should be directed toward the improvement of existing programs rather than the initiation of new ones; second, planning should stress the importance of frequent and substantive evaluation of programs and the revision of courses of study; and third, academic planning should be guided by the mission of the institution and the quality and availability of its faculty and facilities. From the beginning, duplication and specialization of programs was a major factor in long-range planning. In the 1977 long-range plan, it was stated that "duplication in program offerings or the availability of like programs at a large number of institutions is most common at the undergraduate level but it is not confined to that level." Duplication is likely to occur in a basic discipline that is supportive of several fields, such as mathematics, where costly facilities and resources are not required, where student interest is high and where there is a market for graduates of vocationally-oriented programs. Duplication has also been influenced by the problem of racial duality. Teacher education which has been a dominant activity in many of the constituent institutions has also produced many duplicate programs, the majority of which are justified.

Out of the experience of the last decade, it was concluded in the 1985 plan that:

Careful attention has been given to differentiation of function, especially with regard to high-cost and limited-need programs. By addressing issues and needs within the context of statewide planning, the Board has been able to identify and eliminate some unnecessary duplication of programs (e.g., of associate degree programs offered within The University but more appropriate for a two-year institution) and to avoid duplication and substantial costs that would have otherwise been incurred (e.g., by resisting pressures for additional schools of law or of engineering and for a new school of optometry).

The most recent plan summed up the general policies concerning

Planning: “. . . the Board of Governors laid down these explicit priorities and objectives:

- a. To broaden geographic access to educational opportunity . . .
- b. To improve and strengthen existing programs that are needed as a first priority over the development of new programs . . .
- c. To give priority in new program activity to the establishment or expansion of programs that strengthen the institution generally and that build upon and reinforce existing programs.
- d. Within the limitation of existing resources, to establish programs that respond to clear and demonstrable student demand.
- e. To avoid educationally unnecessary and costly duplication of efforts that would impair program quality.
- f. To fulfill the Board's commitments:
 - (1) To increase the proportion of black citizens who pursue undergraduate, graduate, and professional study;
 - (2) To ensure equal access to higher educational opportunities for all citizens; and
 - (3) To encourage the further racial integration of the student populations of the constituent institutions.”

In the planning for the various types of institutions, the comprehensive universities II, four of which originated as teacher training institutions, have tended to continue this activity along with the gradual development of liberal arts programs. The University of North Carolina at Wilmington developed, in addition to teacher education and liberal arts curricula, a strong program in marine science. Winston-Salem State University has emphasized nursing in addition to teaching. Fayetteville State University was encouraged to develop more career-oriented programs for an urban-type institution. Both of the universities at Wilmington and Fayetteville were encouraged to move to comprehensive university I status. Pembroke State has concentrated on teacher education, liberal arts, and certain vocationally-oriented programs. In addition, it emphasizes a program in the area of American Indian culture. The University of North Carolina at Asheville was different in the beginning. It had no tradition of teacher education and concentrated after it became a four-year institution in 1964 on developing a superior liberal arts curriculum. By the late 1970s, it was moving toward a greater emphasis upon serving the population of the Asheville area and was emphasizing more career-oriented programs.

Institutions at the comprehensive university I level also emphasized teacher education, liberal arts, and vocationally oriented programs at the master's level, but some had other specialties. East Carolina University was permitted to develop a school of medicine and was approved for five

Ph.D. programs in the basic medical sciences. North Carolina Agricultural and Technical State University was an 1890 land-grant institution (for black students) and emphasized agriculture and engineering and was later allocated a program in animal science. North Carolina Central University had programs in law, nursing, criminal justice, and library science in addition to traditionally strong liberal arts and teacher-education programs. Appalachian State University continued its role as a regional center and developed a comprehensive institution with a fairly rich offering through the master's level. The same was true for Western Carolina University which came into competition with the University at Asheville. This conflict of goals will be pointed out later. The University of North Carolina at Charlotte served a large urban area with the majority of its students commuting. It emphasized programs suitable and in demand through the master's degree in its area such as architecture, business administration, engineering, nursing education, teacher education, and the liberal arts. In a little more than twenty years, it achieved the reputation of being one of the most successful new urban institutions in the nation.

The university at Greensboro, a doctorate-granting university II, was encouraged to emphasize a strong undergraduate program in the liberal arts and to undertake programs in teacher education leading to the doctorate. It also was allocated a few doctoral programs in the liberal arts and offered the only Ph.D. program in home economics in the state. Greensboro experienced some restraint in growth due to the moratorium of 1972-73.

The North Carolina School of the Arts, which was in a special category, offered programs in dance, design and production, drama, and music. It enrolled students from the junior class in high school through the bachelor's degree in most of the fields. The Board of Governors, after almost a decade, approved its plan to offer a master's degree program in dramatic art.

The two institutions in the research university I category occupied a different position in the planning process. Each had well-developed programs when the restructuring of higher education occurred. North Carolina State University emphasized instruction, both undergraduate and graduate, and research in agriculture, engineering, forestry, textiles, architecture, and other technological subjects. It also was allocated by the Board of Governors a school of veterinary medicine, which has already been discussed. Under the pressure of rapid growth in enrollment, North Carolina State developed a considerable number of liberal arts programs and even offered the master's degree in some of these. This inability to hold down enrollment in the liberal arts and channel more resources into technology was a continuous source of concern to some members of the

board. The University of North Carolina at Chapel Hill was recognized as the "flagship campus" of the university. It offered programs in most of the fields of learning except those in agriculture and technology, and it concentrated more on improving its graduate and first professional programs and its research facilities than in adding new programs. It had gone through a period of rapid growth and was recognized as a major research university before 1971.

In addition to its general planning activities, the Committee on Educational Planning, Policies and Programs carried out a number of other activities. It was deeply involved in the Title 6 dispute with the federal government over almost a decade and reviewed and recommended to the Board of Governors all of the various plans, studies and decisions involved in that epic struggle. It was also called on to make difficult decisions related to the East Carolina School of Medicine and the Veterinary School of Medicine at North Carolina State University. The committee, after receiving a report entitled "A New Law School for North Carolina?" in 1974 recommended that the requests of Appalachian State University, East Carolina University, and the University of North Carolina at Charlotte to plan for another law school be denied. In 1983 an update of this study was considered, and the same conclusion that no new law school was needed was affirmed. In the meantime, a private school of law had been established at Campbell University, and the number of lawyers in North Carolina had increased beyond any need for an additional school.

In 1975 the board approved, on the recommendation of the committee, the study "Nursing Education: Report and Recommendations," which advised that rather than authorizing new baccalaureate programs in nursing, the board should improve the existing programs. As a result, the cooperative arrangement between the University at Asheville and Western Carolina University was developed in 1979. The associate degree program at the University of North Carolina at Wilmington was phased out and a baccalaureate program initiated. Nursing programs at the master's level were established at the University of North Carolina at Greensboro and East Carolina University. The Board of Governors provided for special monitoring and improvement of programs in nursing at Agricultural and Technical State University, North Carolina Central University, and Winston-Salem State University.

A special cooperative planning consortium of special education programs was created in 1974. The findings and recommendations of this consortium led the Board of Governors to create several new programs in special education and to call for improvements in existing programs.

A review and evaluation of teacher education in 1977 was carried out

under the direction of the Committee on Educational Planning, Policies and Programs and was adopted by the Board of Governors. The main points of this report included a finding that for the time being the market for teachers and, thus, for teacher education was declining. The report pointed out that there was an increasing concern about the quality of elementary and secondary education and that financial support for research and development in teacher education would probably decline. Recommendations in the study included an insistence that there should be an improvement in the quality of new teachers, that there should be more emphasis on in-service and graduate teacher education programs and that some inactive and obsolete degree programs should be discontinued. As a result, twenty-six degree programs in the field of education and twenty degree program tracks were discontinued and fifteen were merged with other programs.

The committee recommended the Quality Assurance Program to improve the standards and procedures for the certification of public school teachers, and the Board of Governors endorsed a joint resolution with the State Board of Education in support of the program. It was designed to improve the quality and effectiveness of teachers and to provide for the continuing evaluation and improvement of teacher education programs in both public and private colleges and universities. A unique feature provided for follow-up supervision of beginning teachers after graduation from college. Within a short period teacher shortages were once again looming and the board was by 1986 engaged in a variety of activities to increase both the quantity and the quality of public school personnel. Attention was directed especially toward teachers of mathematics, science, and foreign languages and school principals.

Another review which was called for in the first long-range plan was in the health professions other than medicine, dentistry, and nursing. This led to the preparation of a report entitled "Health Professions Education Program Review." It was divided into two parts—undergraduate and graduate programs—which were approved in 1977 and 1978 respectively.

A study of the pre-baccalaureate programs (associate degree and certificate programs) offered in the university was made to determine if there was inappropriate duplication with the functions of the community colleges. Some were approved for continuation; for example, the agricultural institute programs in North Carolina State University and certain two-year and certificate programs in the Division of Health Affairs at the University of North Carolina at Chapel Hill along with a number of associate degree programs in Fayetteville State which were offered at the Fort Bragg Center. Others were dropped because they could be more appropriately offered in the community colleges. These included a secretarial

science program at Elizabeth City State University and associate degree programs in industrial technologies at North Carolina Agricultural and Technical State University.

One problem that troubled the Board of Governors for a decade was the relationship between the University of North Carolina at Asheville and Western Carolina University. The university at Asheville, when it became a part of the university in 1969, was not interested in offering professional programs and concerned itself mainly with commuting students who were interested in the liberal arts. At that time, Western Carolina University, which had established a center at Oteen near Asheville, was meeting some of the needs of the area for educational and service programs. One of the most important of those was nursing. Western Carolina University was heavily dependent for clinical work in nursing on the resources of hospitals located in Asheville. By the mid 1970s, however, the university at Asheville was looking for opportunities to expand its programs to meet the needs and demands of the community. The Board of Governors had already directed Western Carolina to move its teaching activities from Oteen to the campus of the university at Asheville where better facilities were available. Included in the tentative plans for expansion by the university at Asheville were professional degree programs that Western Carolina had been teaching for a number of years and was not willing to surrender. In 1974 the Board of Governors directed the university at Asheville and Western Carolina to work together in the development of Western Carolina's nursing program rather than develop a second one in the university at Asheville. In addition to the joint nursing program, the 1974 agreement called on Western Carolina to offer not only master's level education but also undergraduate work in areas involving professional programs that were not offered by Asheville.

By 1980, however, the university at Asheville was no longer the strictly liberal arts school it had been in 1970, and it now had several undergraduate professional programs on which it hoped to build more advanced programs. The most significant of these was in the field of management. In 1980 an agreement between the two institutions approved by the board called for all undergraduate instruction in Asheville to be the responsibility of the university at Asheville except in nursing, which was a joint program, and in areas where it did not offer courses, such as criminal justice and technology. It was agreed that all graduate work would be the responsibility of Western Carolina University and that planning for future programs would be on a cooperative basis. In spite of the agreement, discontent continued, and in 1984 a special study was made by three outside consultants which led to the establishment of a University Graduate Center on the campus of the university at Asheville under the direct

supervision of the General Administration. It was expected that other campuses of the university would establish programs in Asheville and that the needs of the southwestern area of North Carolina would be more adequately served by a center that was not controlled by either of the institutions and would be free to make arrangements that would utilize all of the facilities of the university more effectively. The university at Asheville took over virtually all undergraduate instruction except in nursing; Western Carolina continues graduate instruction in business and education; North Carolina State offers some graduate courses in engineering; other constituent institutions were considering offering programs in the center.

Other important activities of the Committee on Educational Planning, Policies and Programs included the following: recommendation of the establishment of a graduate center at Fayetteville State University, which by 1981 had changed to a graduate degree program in education allocated to the institution; the establishment of graduate centers at Elizabeth City State University and at Winston-Salem State University, which utilized the graduate faculties of those constituent institutions that had appropriate programs; the recommendation of a new patent policy of the University of North Carolina in June 1983, which made it possible for the university to deal with some of the complex issues in the field of technological development that required allocating returns on patents to both the institution and the individual inventor.

The committee and the board also had a sensitive problem that developed when the School of Public Health at Chapel Hill undertook to restructure its public health nursing program. The school planned to change the responsibility for the public health nursing program from a separate department to a curriculum which would be under the direct administration of the dean. Objections were raised by public health nurses in the state and, under the leadership of influential legislators, the General Assembly adopted special legislation forbidding the board from taking any action that would impair the separate identity of the Department of Public Health Nursing. The committee voted to recommend that the board should undertake to get the General Assembly to allow it to proceed with making the change. After considerable negotiation, the legislature authorized the Board of Governors to proceed as it deemed appropriate.

In 1984 the legislature transferred responsibility for the North Carolina School of Science and Mathematics to the Board of Governors and instructed the board in consultation with the Board of Trustees of the school to recommend to the legislature in 1985 a plan for effecting a satisfactory relationship between the Board of Governors and the school. The

problem was given careful study and the board recommended that the School of Science and Mathematics "be designed as an affiliated School of The University of North Carolina." Other recommendations were made concerning the constitution of the Board of Trustees of the school, which were altered in the statute passed by the legislature. The most important functions of the Board of Governors are those of electing a majority of the members of the Board of Trustees and of transmitting its budget to the governor and the Advisory Budget Commission.

Finally, one of the most important actions of the committee and the Board of Governors was taken in 1984 when minimum undergraduate admissions requirements were established, beginning with the fall semester of 1988 at all sixteen constituent institutions of the university. When the delegation of authority was made to the sixteen constituent institutions in July 1972, responsibility for establishing minimum undergraduate admissions requirements was given to the institutions. It was obvious within a few years that the institutions were having to provide a large amount of remedial instruction. Criticism had been expressed in the legislature because of the expense incurred in providing remedial instruction in courses that many believed should have been provided in the high school or community college preparation of college students. At about the same time, the State Board of Education increased graduation requirements for the high school from sixteen to twenty units. In 1984 the Board of Governors, with a few amendments at a later date, changed its delegation of authority to the individual institutions and required that in addition to a high school diploma or its equivalent each student admitted to any one of the sixteen constituent institutions, should have four course units in English, emphasizing grammar, composition, and literature; three course units in mathematics, including geometry, first- and second-year algebra; two course units in social studies, including one unit in United States history; and three course units in science, including at least one unit in a life or biological science and at least one unit in a physical science and including at least one laboratory course. In addition, it recommended that prospective students complete at least two course units in one foreign language, and that they take one foreign language course unit and one mathematics course unit in the twelfth grade.

Individual constituent institutions could require other courses in addition to the minimum requirements. In determining the admissibility of each applicant, constituent institutions would also consider factors other than courses completed such as high school grades, rank-in-class, scores on Scholastic Aptitude Tests or other tests, and recommendations. When these minimum undergraduate requirements go into effect in the fall of 1988, it is expected that the quality of the preparation of entering students

will enable the university to reduce the amount of remedial instruction and utilize its resources more effectively.

COMMITTEE ON PERSONNEL AND TENURE

The Committee on Personnel and Tenure has four major responsibilities under Section 301D of the *Code*. These are as reported by the committee recently:

- (1) to make recommendations to the Board on all personnel actions under the jurisdiction of the Board including conferral of permanent tenure, appointment of senior academic and administrative officers, and faculty and administrative salaries; (2) to review the *Code* and institutional policies and regulations governing tenure; (3) to review appeals from faculty members that involved questions of tenure; and (4) to act on other personnel matters that involve significant policy considerations.

These responsibilities have involved a vast amount of detailed work on the part of the committee. Its chairmen have been Mr. Maceo A. Sloan, 1973-79; Mr. Daniel C. Gunter, Jr., 1979-83; Mrs. Martha McNair,

TABLE 2
*Administrative Appointments and Actions Conferring Tenure
Recommended by the Personnel Committee, 1973-1985*

	Administrative Appointments	Conferrals of Tenure
1973-1974	36	345
1974-1975	28	401
1975-1976	28	331
1976-1977	38	336
1977-1978	40	275
1978-1979	43	255
1979-1980	28	307
1980-1981	29	275
1981-1982	28	285
1982-1983	28	313
1983-1984	28	297
1984-1985	48	341

TABLE 3
*A Comparison by Rank of the Combined Faculties of the Sixteen Constituent
 Institutions, 1972-1985*

	1972-73 Percent	1984-85 Percent
Professor	92	94
Associate Professor	78	86
Assistant Professor	55	72

1983-84; and former Governor James E. Holshouser, Jr., 1984—. The staff officer for the committee throughout its history has been Senior Vice President for Academic Affairs Dr. Raymond H. Dawson. Table 2 listing the number of administrative appointments and the number of conferrals of tenure recommended each year illustrates the volume of work in this area over the last twelve years.

A primary objective of the personnel committee has been faculty improvement. Its success can be measured in part by comparing the percentage of faculty members holding the doctorate or first professional degree in 1972-73 with the percentage for 1984-85 by ranks.

Table 3 indicates that the university was successful in improving the educational qualifications of faculty recruited during this period. It is especially evident at the entry level where the percentage of assistant professors with a doctorate or first professional degree increased by seventeen percentage points over the twelve-year period. Some appointments were influenced by the consent decree signed in 1981 with the Department of Education where a commitment was made to appoint vice chancellors for development at Elizabeth City State University, Fayetteville State University, and Winston-Salem State University in 1982-83. Commitments were also made respecting the appointment of new faculty with the doctorate or other terminal degree.

One of the principal activities of the Committee on Personnel and Tenure during its first few years was guiding the development of tenure policies and regulations. As the constituent institutions submitted their tenure regulations in 1973-74, it became evident that there were several issues that were not covered adequately in the *Code*. Among these were tenure problems that might result from situations involving financial exigency. The budgetary authority and responsibility of the board required that this be anticipated with a section in the *Code*. Another concern was the growing tendency to bring disputes over employment to the courts for settlement and for the courts to require more formal procedures be-

fore personnel decisions could be made. The Committee on Governance in response to these problems drafted a set of amendments to chapter 6 of the *Code*, which addressed such issues as the termination of employment for financial exigency or for the termination of a program, impermissible reasons for refusing to renew a non-tenured faculty member's contract, requirements of due notice in case of nonrenewal, and the establishment of an elected faculty grievance-committee on each campus. After these amendments were adopted by the board, the constituent institutions were required to modify their original tenure regulations to conform to the changes and to resubmit them to the board, which approved the amended regulations during 1976. Each of the tenure regulations was also changed in 1982 to conform to the change in the *Code* regarding retirement following the seventieth birthday.

Circumstances on the individual campuses occasionally necessitated changes in tenure policies. For example, the committee recommended changes in the tenure regulations of the university at Wilmington to reflect a change in the administrative structure of that institution; at Asheville and Chapel Hill changes were made to correct defects or clarify procedures in the appeals process; at Appalachian State, changes were made to clarify tenure procedures; and at all sixteen constituent institutions, changes reflected amendments to retirement policy and legislation prompted by amendments to the Federal Age Discrimination in Employment Act.

Over the twelve years beginning in 1973-74, the Committee on Personnel and Tenure heard appeals from thirty-one faculty members concerning matters involving tenure. Some of these were complicated by long delays in handling cases at the institutional level. Finally, the committee recommended in 1985 and the board adopted time limits on the various stages of the appellate process to avoid some of the confusion that had occurred in the processing of grievances.

The committee also considered several matters involving significant university policies. With the endorsement of the committee, the board approved a resolution concerning the employment of personnel from nonlicensed institutions which gave guidance to the sixteen constituent campuses in their evaluation of the credentials of prospective faculty members. The action taken by the board on 8 April 1977 was as follows: "Resolved that effective immediately no degree conferred by educational institutions required to be licensed by the State of North Carolina shall be recognized by The University of North Carolina for any purpose unless such institution is licensed."

The committee reviewed the participation of the university in Governor Hunt's Executive Order Number 1 on ethics and submitted a list to the board of seventy-three senior administrative officers who should file statements of economic interests.

During the 1977 session of the North Carolina General Assembly, there was considerable discussion of the work load of university faculty members. One representative was particularly persistent in pursuing this subject. The General Assembly adopted a resolution that directed the Board of Governors to conduct a special study of (1) faculty work load, (2) the tenure system, and (3) related professional work of the faculty of constituent institutions of the University of North Carolina. The board was required to report the findings of its study to the General Assembly by the 1979 session. The study was conducted under the aegis of the Committee on Personnel and Tenure and had a steering committee consisting of the chief academic officer and a faculty representative from each institution. An elaborate survey was conducted, which involved a review of studies by other states, twenty of which had made surveys in the previous five years; the approach by North Carolina; and the questionnaire and definition of work load in the academic context. The weekly work load of some 6,500 full-time and part-time faculty members was analyzed. There was also a section on the research and professional activities of the faculty and another on the institutional and other service activities of the faculty. The study entitled "Report on Faculty Work Load and Academic Tenure in The University of North Carolina" was presented to the Board of Governors by Mr. Maceo A. Sloan, chairman of the committee, on 9 February 1979. He concluded:

Finally, our study found that the tenure policies established in *The Code of The University*, as well as the regulations and procedures established by each institution, are consistent with general national practices and standards. The findings presented in the report support the conclusion that the tenure system is being effectively managed, and that it is a factor of basic importance in the maintenance of academic freedom and in the recruitment and retention of excellent faculty.

The study was duly transmitted to the General Assembly. It did not fully satisfy the member whose insistence had caused its production; however, the majority of the members were satisfied with the contents of the report and were not interested in pursuing it further.

The study did lead to greater interest in the "external professional activities of faculty and other professional staff" of the university. A policy on this matter was adopted in 1979 following the study on faculty work load. The Committee on Personnel and Tenure began reexamining this policy in November 1983. On 8 June 1984, Mrs. Martha McNair, chairman of the committee, reported that it continues to encourage external professional activity by faculty and other professional staff "because we believe it is in the University's interests as well as the public interests that

they do so. It is also clear, however, that these activities must not stand in the way of the performance of University duties, and so we have set standards that must be met if the activity is to be approved."

A revised policy statement was then adopted which clearly set forth the procedure that was to be followed by all members of the faculty and professional staff who engage in consulting or other outside activities for remuneration.

In February 1981 the committee recommended to the board a set of employment policies covering those state employees who were exempt from the State Personnel Act but who were not faculty members or senior administrative officers.

Mr. Daniel Gunter, chairman of the committee, in presenting the report, reminded the board that for approximately two years the president's staff and the institutions had been trying to develop a set of employment policies covering about 1,500 persons on the sixteen campuses who were not under the State Personnel Act and were not faculty members or senior administrative officials. The recommendation of the committee was adopted and since that time the regulations have been known as "Employment Policies for University Employees Exempt from the State Personnel Act." It describes the scope and applicability of employment covered by the policies; appointments to covered positions; discontinuation of employment in covered positions; review of employment decisions and grievances; equal employment opportunity; protected activity; holiday and leave entitlement; statutory and other rules of employment; and implementation.

With the Committee on University Governance, the Personnel Committee reviewed the procedures for the chancellor selection process. The only statement relating to the process contained in the restructuring act reads as follows: "The Board shall also elect, on nomination of the President, the Chancellor of each of the constituent institutions and fix his compensation. The President shall make his nomination from a list of not fewer than two names recommended by the institutional Board of Trustees" [G.S. 116-11(4)].

An attempt to establish a formal procedure was made in the 7 July 1972 delegation of duty and authority to boards of trustees as follows: "in the event of a vacancy in the Chancellorship, the Board of Trustees shall establish a Selection Committee composed of representatives of the Board of Trustees, the faculty, the student body and alumni. The Board of Trustees, following receipt of the report of the Selection Committee, shall recommend at least two names for consideration by the President in designating a nominee for the Chancellorship for approval by the Board of Governors."

This process proved to be awkward in the years ahead. The president

on occasion was confronted with two nominees about whom he had little information, and there was always the possibility of presenting him with a nominee that the Board of Trustees favored and a second nominee who was not likely to be selected by the president. To improve the process, in 1983 the two committees recommended to the board the following amendment, which was adopted to be inserted between the first and second sentences of the original delegation:

Upon the establishment of the Search Committee, the Chairman of the Board and the President shall jointly establish a budget and identify staff for the Committee.

The Search Committee, through its Chairman, shall make a preliminary report to the President when the Committee is preparing a schedule of interviews of those persons it considers to constitute the final list and from among whom it anticipates the Trustees' nominees will be chosen, and the President will be given an opportunity to interview each of these candidates.

The recommendation also replaced the word "selection" with the more appropriate word "search."

THE COMMITTEE ON UNIVERSITY GOVERNANCE

The duties and responsibilities of the Committee on University Governance are described as follows in Section 301E of the *Code*:

The Committee on University Governance shall consist of six elected members. It shall keep under continuous review the application and interpretation of the Code of The University of North Carolina and all delegations of authority under that code, and it shall make such recommendations to the Board of Governors for the amending of the Code or delegations of authority as may seem appropriate for the effective and efficient operation of The University of North Carolina and its constituent institutions. The Committee shall make nominations to the Board of Governors for elections to the boards of trustees of the constituent institutions. Except as provided in Section 301D with reference to questions of tenure arising out of Chapter Six of this Code, the Committee shall receive all requests from members of the faculties, staffs and student bodies of the constituent institutions for appellate review by the Board of Governors pursuant to Section 501C(4) of this Code.

The chairmen of this committee have been Mr. Jacob H. Froelich, Jr., 1973-78; Mr. Luther H. Hodges, Jr., 1978-79; Mr. J. Aaron Prevost,

1979–82; Mr. Philip G. Carson, 1982–84; and Mr. B. Irvin Boyle, 1984—. The staff officer for this committee from its initiation was Mr. John P. Kennedy, Jr., secretary of the university. One of the most important duties of the committee and its most time-consuming function was that of recommending to the Board of Governors nominees for membership on the local boards of trustees of the sixteen constituent institutions. The local boards are composed of thirteen members, eight appointed by the Board of Governors and four by the governor of the state and the elected president of the student body. In every odd-numbered year, the Board of Governors elects four persons to each of the sixteen boards of trustees and the governor appoints two. The terms of office of all trustees excluding the president of the student body is for four years. A person who has served two four-year terms in succession is ineligible to succeed himself. The committee, in making its nominations, must suggest sixty-four persons every two years and coordinate those with the thirty-two who are appointed by the governor. Finding and persuading qualified persons to undertake the duties and responsibility of a trustee involves much correspondence and telephoning. There are also delicate relationships with the governor of North Carolina. Since 1973 literally hundreds of prospective candidates have been considered. The committee has had to make special efforts to nominate persons across a wide geographical area and secure a balance among the various groups that need to be recognized. Consideration has to be given to age, sex, race, and many other factors in the selection of trustees. By 1980 the committee was able to report that progress had been made in improving certain categories of representation on the boards. For example, the number of women trustees increased between 1973 and 1980 by 117 percent and the number of black trustees by 61 percent. The committee received help from all the members of the Board of Governors, from chancellors, and from other interested sources in locating possible nominees.

In 1979 the committee reported that it would no longer recommend for reappointment trustees who had served for exceptionally long periods of time. Instead, the committee began replacing such individuals and recommended that the institutional boards honor them by creating a category such as "Honorary Trustee" or "Trustee Emeritus." The committee in 1975 came to the conclusion that some chairmen of local boards had been serving for a longer period of time than was considered appropriate. The committee did not have the authority to change the situation; however, it did recommend that local boards adopt a policy of allowing a chairman to serve no more than two consecutive years before rotating off for a year. This practice is now followed widely.

The committee also makes nominations for the membership of several other boards; among them, the North Carolina Memorial Hospital Board;

the Pitt County Memorial Hospital, of which the board nominates a part of the membership; the Research Triangle Foundation; and half of the members of the University of North Carolina Center for Public Television. In addition, the committee has consulted with the president on his nominations for the Advisory Committee of Presidents of Private Colleges.

A joint nominating committee, consisting of six members of the Committee on University Governance and four members of the Committee on Educational Planning, Policies and Programs, nominated the members of the board of the center for the Advancement of Teaching at Western Carolina University and the board of the North Carolina School of Science and Mathematics.

Another important function of the Committee on University Governance has been that of considering recommendations and additions to the *Code* that are suggested from time to time. The achievements of the committee in this area have already been discussed.

The committee also deals with appeals from members of the faculty and staff that do not involve tenure regulations; the latter are heard by the Committee on Personnel and Tenure. Through June 1985 the Committee on University Governance had heard eighteen cases. It joined with the Committee on Personnel and Tenure in recommending that certain limits be established for the handling of appeals directed to the president and the board. It also reviewed the statutes concerning appeals from the School of Science and Mathematics and came to the conclusion that the Board of Governors had no jurisdiction over such appeals.

The committee has been concerned with a number of other issues, several of which are not explicitly assigned to it in the *Code*. The Board of Governors asked the committee to study the authority and responsibility of administrative officers of the university and their relationship to the Board of Governors and make any recommendations to the board that the committee considered appropriate. The president's staff, at the request of the committee, gathered information from other systems and gathered advice and suggestions from university personnel. The result was a document entitled "Policies Concerning Senior Administrative Officers of The University of North Carolina" adopted by the board on 13 September 1974. It pointed out that the duties and responsibilities of the president and the chancellors and their senior staff together with their relationships with one another, the Board of Governors, the boards of trustees, and all other officers and agencies were stated in Chapter V of the *Code*. The purpose of the policy statement was to further clarify certain factors that were not treated in the *Code*. The term senior officers of the university was defined as including the president, his senior staff, the

chancellors, and the senior academic and administrative officers of the constituent institutions including those with the rank of vice chancellors, provost, or dean and other officers of equivalent rank. The document also covered leaves of absence and candidacy for political office, and it makes clear that they do not have tenure in their administrative positions. The procedure for terminating appointments to administrative procedures was outlined. In a case that arose shortly after the adoption of the policies, it was determined by the board that the "policy has the effect of prohibiting a Chancellor from binding himself henceforth to any fixed minimum term for a Dean or other senior administrator or to any fixed consultative procedure for terminating the appointment." The right of appeal, however, was emphasized in the policy document.

The committee has been concerned with the orientation of boardmembers. This includes both members of the Board of Governors and of institutional boards of trustees. Each class of new Board of Governors members is given formal information about the operation of the board, and they are all given an opportunity to visit each of the sixteen constituent institutions. The university holds on a biennial basis a conference for members of boards of trustees. This usually involves at least a day of seminars and lectures concerning the governance of the university and has been highlighted frequently by the participation of national authorities on university governance.

In 1974 the committee met with representatives of the Faculty Assembly. The representatives requested that the Board of Governors encourage the establishment of an effective faculty body on each campus that could advise the chancellor and that the chairman of such a faculty body be permitted to attend the institutional board meetings and speak on matters where the faculty had special interests or competence. As a result of this meeting and further negotiations, the following amendment was added to Section 502D(2) of the *Code*:

The Chancellor shall be responsible for insuring that there exists in the institution a faculty council or senate, a majority of whose members are elected by and from the members of the faculty. The general faculty, however, which shall include at least all full-time faculty and appropriate administrators, may function as the council or senate. The faculty shall be served by a chairman elected either by the general faculty or by the council or senate. However, the Chancellor may attend and preside over all meetings of the council or senate. The council or senate may advise the Chancellor on any matters pertaining to the institution that are of interest and concern to the faculty.

In addition to insuring the establishment of a council or senate, the Chancellor shall insure the establishment of appropriate procedures within the institution to provide members of the faculty the means to give advice with respect to questions of academic policy and institutional governance, with particular emphasis upon matters of curriculum, degree requirements, instructional standards and grading criteria. The procedures for giving advice may be through the council or senate, standing or special committees or other consultative means.

Each of the sixteen constituent institutions now has some form of faculty government and in most of the institutions, faculty representatives regularly attend meetings of the Board of Trustees. The extent of faculty participation in these meetings, however, is limited.

In 1976 faculty representatives conferred with the committee again on certain problems. They desired to have faculty representation as voting members of the Board of Trustees pointing out that students had such representation. The faculty did not make any headway with this request. They are employees of the state, and all state employees are prohibited from serving on either local boards or the Board of Governors. In the case of a request for the guarantee of a certain number of faculty members on chancellor search committees, no action was ever taken; however, in the procedure included in the delegation of duty and authority to Boards of Trustees for nominating a chancellor, there is provision for faculty representation.

At one time the committee was concerned with the smooth operation of the board's business. In 1975 it compiled attendance records for all the standing committees and urged members to make an effort to attend all committee meetings. A year later, it circulated a questionnaire to board members to obtain suggestions for the improvement of the conduct of the board's meetings.

The committee had a long and continuing concern with obtaining liability insurance for members of the board, institutional trustees, and university employees. It conferred with many representatives of the insurance industry, attorneys, the Institute of Government, and other sources. Finally, after two years of study, an acceptable policy was found which was still in force in the spring of 1986.

The committee also studied cases and issues to determine whether judicial proceedings were appropriate. In July 1975 it recommended authorizing judicial proceedings by the attorney general against a degree recipient when it was discovered that his thesis appeared to have been based on plagiarism. Other recommendations to begin judicial proceedings from time to time include: allowing the university at Asheville to bring suit in

Florida to recover funds paid in connection with an officially sanctioned student activity; allowing the Center for Public Television to bring suit against the Westinghouse Broadcasting Corporation to recover damages resulting from a lease violation; allowing the university at Chapel Hill to bring suit against the U.S. Agency for International Development; and allowing three suits by the university at Chapel Hill and North Carolina State University against others for unauthorized uses of registered trademarks.

Much time was spent by the committee in developing a policy on the political activity of university employees. A statement was recommended in 1976 entitled "Political Activity of University Employees," which applied to employees who were exempt from the State Personnel Act. Under the policy adopted by the board, leaves of absence in certain cases of employees seeking office or even a requirement that the university position be vacated by those who incurred full-time, long-term obligations was stipulated. A revision of the policy concerning candidacy and service in the General Assembly of North Carolina in February 1985 resulted in little substantive change; however, the interpretation of the policy appears to be less rigorous.

In 1979 the General Assembly passed legislation that stipulated the formation of the Center for Public Television. The center was to remain under the aegis of the Board of Governors but be guided by a Board of Trustees, half of whom were to be elected by the Board of Governors. The committee advised the president concerning a plan for the reorganization of educational television. It prepared a resolution establishing the center and made nominations for appointments to trusteeships. The center under the plan adopted by the Board of Governors on 17 April 1980 began functioning smoothly and effectively, and the committee has been commended for its work in reorganizing this important division of the university.

The committee has continued to participate in the handling of a wide range of issues. Recently, for example, it met in joint session with the Committee on Personnel and Tenure to discuss changes in the board's retirement policies. It has recommended a resolution concerning security clearance for North Carolina State University personnel. It has heard arguments concerning a proposed name-change for Pembroke State University, which it recommended be tabled. It has discussed a proposal to adopt a new seal for the university. It has recommended that the Board of Governors refrain from becoming involved in a controversy concerning the curriculum and school-construction needs of the Jackson County Public Schools where the campus school on the Western Carolina University campus at Cullowhee is being phased out.

Relations with Private Institutions

WITH a few exceptions, the relations between the public and private sectors of higher education in North Carolina have been cooperative and congenial over the past century. The University of North Carolina worked with such private institutions as Trinity, Wake Forest, and Davidson to organize the Southern Association of Colleges and Schools in 1896. This organization has had a great influence through its accreditation activities in the southern region. Its activities, to a considerable extent, shaped the course of higher education in this region until recent years.

Colleges and universities in the public sector also joined with the private sector in organizing the North Carolina College Conference in 1921, which is now known as the North Carolina Association of Colleges and Universities. This organization has had a statewide influence on higher education from its founding. For many years, it served as an accrediting agency for North Carolina institutions that were striving to meet standards for admission to the Southern Association. It has had a series of committees over the years that have dealt with the many problems that have confronted higher education in periods of prosperity, depression, war, rapid expansion, and population change. Annually, it has assembled not only delegates from the colleges of North Carolina but also representatives from such subgroups as academic deans, registrars and admissions officers, the Association of Junior Colleges, of church-related colleges, and many other groups. Leadership for this organization from the public sector has been active and influential from the beginning.

The Joint Committee on College Transfer Students was formed by the association in 1964 by bringing together three representatives each from the University of North Carolina, the State Board of Education (which was responsible for community colleges and technical institutes at that time), the Association of Private Junior Colleges, and three members-at-large appointed by the association. Since that time the committee has been reconstituted. It is now composed of twelve members, four appointed by the University of North Carolina, four by the State Board for Community Colleges, and four by the Association of Independent Col-

leges and Universities. It continues to function under the sponsorship of the association but the General Administration of the university furnishes the secretariat of the committee and publishes its *Guidelines for Transfer* and other materials. This committee has been one of the most successful cooperative ventures between the public and private institutions and has been able to formulate guidelines that in most instances are accepted voluntarily by institutions in evaluating the credentials of students who transfer from two-year to four-year colleges or those who transfer from one four-year college to another.

Perhaps the closest and most continuous example of cooperation has been between Duke University and the University of North Carolina. The University of North Carolina sponsored Duke University for membership in the Association of American Universities. They united in forming the Research Triangle Institute, which they own jointly. They have cooperated for many years in the acquisition of certain categories of library materials. They worked together in establishing the law school and a program of graduate studies at North Carolina Central University. The university recommended and the state legislature appropriated money for subsidizing the Duke medical school and for providing scholarships for medical students. Duke accepted responsibility for one of the Area Health Education Centers (AHEC). From time to time, there have been provisions for students from some institutions in the University of North Carolina and students at Duke University to register for courses in selected fields on campuses of both universities. The presence of Duke University, the University of North Carolina at Chapel Hill, and North Carolina State University at Raleigh has made possible the development of the Research Triangle and has provided in North Carolina one of the great research centers in the nation, comparable to those in the San Francisco Bay area and in Cambridge, Massachusetts.

There has also been cooperation with Bowman Gray Medical School of Wake Forest University where, on recommendation of the University of North Carolina, a subsidy and scholarships are provided for that school. In addition, the Bowman Gray Medical School assumed responsibility for the AHEC in its area.

Other examples of cooperation are consortiums between the private institutions and the constituent institutions of the university in the Raleigh and Greensboro areas where selected programs are available to students in all of the institutions of the consortia.

The Board of Governors of the university is responsible for licensing any new college that might be established in North Carolina, for licensing proprietary institutions that apply for permission to give associate degrees, and for licensing institutions that want to come into North Caro-

lina to offer programs of instruction. Some of the persons who serve on the inspection committees for this purpose are drawn from the private sector.

There are many other illustrations of cooperative ventures between the private and the public institutions of higher education in North Carolina. They frequently work together in influencing federal legislation. They cooperate in a variety of national scholarly and professional organizations, and there are a number of volunteer associations with membership from both public and private institutions.

For a century before the restructuring of the university there had been little competition between the public and private sectors. In the last two decades of the nineteenth century, when the University of North Carolina began to receive miniscule support from the state legislature for operating expenses, the Baptist and Methodist colleges raised some objections, but these had little influence. At the time of the good health movement in North Carolina immediately after World War II when the four-year medical school at Chapel Hill was under consideration, Dean Wilburt C. Davison of the Duke medical school was outspoken in his opposition to it. This too had no influence.

The private institutions have usually been supportive of any measure that would strengthen the public institutions. As a matter of fact, they had good reason for this because for over forty years following 1920 enrollments in public institutions and in private institutions were about equal. Each had about as many students as it could handle. When the great bulge in college enrollment was anticipated following the high birthrate immediately after World War II, the private institutions in North Carolina estimated at first that they would be able to increase enrollment by only about 11,000 students. The public institutions following the Carlyle Report began to prepare for great expansion. Four new four-year state institutions were established and the community college system was organized. The older institutions, using self-liquidating bonds to build student facilities and state grants to build academic facilities, prepared for the coming inundation.

The private sector as early as 1955 began to expand. Three new colleges were built and a number of junior colleges were converted to four-year status. The private sector, in some instances, became deeply indebted to the federal government for construction loans.

The great expansion occurred during the period from about 1962 to 1975. Enrollment in North Carolina public colleges and universities during this period increased from 43,419 to 119,294. During this same period enrollment in the private institutions increased from 37,385 to 49,350. By this time, 70.7 percent of the students were enrolled in the

public institutions, including college parallel enrollment in the community colleges, and 29.3 percent in the private institutions. In the private sector, 45.7 percent or 22,548 were nonresidents while only 10.9 percent or 12,963 of those registered in the public institutions were out-of-state. This was the period when, as a result of the Vietnam War, there was creeping inflation.

By 1968 some of the small private colleges were beginning to anticipate financial difficulties ahead. Governor Terry Sanford, during his administration, had become interested in the problems of private colleges and universities. It was reported that he and his budget director, Mr. David Coltrane, discussed with some of the members of the General Assembly the possibility of appropriating to the private colleges \$325 for each North Carolina undergraduate they enrolled. This proposal, if it were actually made, did not arouse interest at the time. Governor Sanford, however, did bring about the reorganization of what is today known as the College Foundation, which has been instrumental in providing loans for many thousands of college students over the past twenty years.

In 1968 the North Carolina Board of Higher Education completed its study, *Planning for Higher Education in North Carolina*, which was directed by Dr. Cameron P. West. The study included a chapter on student financial aid. The board did not have enough information to make a recommendation at that time, but it did suggest that the 1969 General Assembly authorize a special commission composed of legislators and other distinguished citizens to study the matter of student aid and make recommendations to the General Assembly. The commission was authorized, and Representative Charles W. Phillips, the chairman, and nineteen other members reported to Governor Robert W. Scott and the General Assembly of 1971 in two volumes. The first volume covered its findings with respect to student aid and made the following recommendations concerning basic policy questions that had been identified:

1. A comprehensive state administered and state supported system of student financial aid should be available to North Carolina students attending both public and private post high school educational institutions in North Carolina.
2. A State program of student financial assistance should make aid available to North Carolina students attending approved post high school institutions, public and private, in North Carolina, through the baccalaureate level.
3. A State student aid program should include aid to students attending accredited proprietary institutions in North Carolina.

4. A comprehensive system of student aid should be administered by a centralized agency which makes awards directly to North Carolina students.
5. A State supported system of student financial aid should seek to eliminate aid gaps among institutions and compensate for differences in institutional resources that exist.
6. A State supported system of student financial assistance should make aid available only on the basis of need.
7. A State program of student financial assistance should take into consideration variations in costs between different types of institutions; provided, however, that aid to a North Carolina student attending a North Carolina private institution should not exceed the true cost which would have been paid by the State (aid and tuition subsidy) if he had elected to attend a comparable public institution in North Carolina.

The report went to the General Assembly while it was engaged in controversy over restructuring. By Chapter 744 of the *Session Laws of 1971*, the General Assembly established a state policy of general financial assistance to the private sector only. The financial plight of the institutions themselves had come to take equal rank with the needs of the students. The declared reasons for enactment of the plan was to aid needy students, to save state funds by encouraging students to enroll in private rather than enroll in public institutions, and as stated in the preamble of the act, to help "private institutions [which] have, in recent years, found it increasingly difficult to meet operating expenses."

Two plans were included in the act. The first provided a financial incentive to private institutions to increase the number of North Carolina resident undergraduates that they enrolled by paying them up to \$450 for each additional such student enrolled in the fall of 1972 over the number enrolled in 1970. In the first year of operation (1972-73), twenty institutions reported gaining 1,169 students and twenty other institutions reported losses totaling 862. This was a net gain of 307 by the private institutions; however, since the state had to pay for all of the gains, it cost \$450,000. This part of the statute establishing the bounty program still remains in force; however, no funds were appropriated to implement it after that first year. The second part of the statute has remained in operation since 1972. It provides for a stated amount of money to be paid to the institution for each full-time equivalent (FTE) undergraduate North Carolina resident enrolled on 1 October in a private college or university accredited by the Southern Association excluding theological seminaries

and Bible colleges. The act was originally intended to be administered by the Board of Higher Education. The restructuring act transferred this responsibility to the Board of Governors.

In the restructuring act, chapter 1244 of the *Session Laws of 1971*, the Board of Governors was given several responsibilities concerning the private institutions of higher education. All of these came out of the experience of the Board of Higher Education and were probably contributed by members of the Board of Higher Education staff when the act was in the drafting stage. In G.S. 116-11(1), the Board of Governors is directed to "plan and develop a coordinated system of higher education in North Carolina" and to "maintain close liaison with . . . the private colleges and universities of the State." It is also directed to administer "state-wide federal or State programs that provide aid to institutions for students of postsecondary education through a State agency" (excluding programs for the community colleges). In G.S. 116-11(11), it is provided that "the Board shall assess the contributions and needs of the private colleges and universities of the State and shall give advice and recommendations to the General Assembly to the end that the resources of these institutions may be utilized in the best interests of the State." Until it was repealed in 1983, this was also a part of G.S. 116-11(11): "All requests by private institutions of higher education for State assistance to the institutions or to students attending them shall be submitted first to the Board for review and recommendations before being presented to any other State agency or to the General Assembly." In G.S. 116-14(c), it is provided that "the President with the approval of the Board, shall appoint an advisory committee composed of representative presidents of the private colleges and universities." G.S. 116-19-22 includes the two plans for making contracts to private institutions to aid North Carolina students and the provisions for administering the contracts.

In order to fund the first year of the operation of the contract plan to provide aid to needy students, the state appropriation amounted to only \$26.59 for each FTE student, a total of \$575,000. The plan provided that the money would be sent to each of the forty private institutions upon receipt of a statement from each institution showing its FTE enrollment on 1 October. The amount of money received by the institution was the FTE enrollment times the per capita amount that the total funding would provide. In the beginning, the institution had to provide scholarships in an amount at least equal to its scholarships for the previous year. This made it possible to use state funds to replace institutional scholarship funds that had been expended in previous years; consequently, not all of the amount allocated to an institution actually went into providing scholarships for needy students. Only about seventy cents out of each

dollar was used for scholarships the first year. The remaining thirty cents was used by the institutions for other purposes. In the second year of operation, only about sixty cents went into scholarships. This situation was corrected in 1976-77 when the law was changed to require institutions to administer the exact amount provided by the state under the SCSF as a scholarship (grant) fund to assist financially-needy North Carolina students. Need was determined by a standard procedure recognized by the State Education Assistance Authority.

It is interesting to trace the origin of this fund. The Phillips Commission in 1971 recommended a comprehensive statewide program of assistance for needy students administered by a central agency open to students who might attend both public and private institutions and portable (could be used by the student in any institution to which the student could obtain admission).

Following the report of the Phillips Commission, the Board of Higher Education also made a study reported in *Private Higher Education in North Carolina: Conditions and Prospects*, by Dr. Cameron P. West, director of the Board of Higher Education. In that study the recommendations of the Phillips Commission were endorsed with an important caveat to the effect that the recommendations be "fully funded." It was claimed that only partial funding would drive students into the public institutions. As an alternate plan, Dr. West recommended that the state contract with private institutions to use scholarship funds for needy North Carolina students in the amount of \$200 for each North Carolinian enrolled and also contract with those institutions for a thousand spaces at the rate of \$600 per space. The latter part of this plan never found its way into legislation. If his alternate plan were not adopted, he informed the General Assembly that "if it wishes to preserve the private institutions of higher education," it would have to adopt other procedures at a greater cost and suggested that the most likely procedure would be a tuition-equalization plan. To be effective, he advised, it "would have to provide to the private institutions a minimum of \$600 for each North Carolinian enrolled." The cost, he suggested, would be \$13.8 million a year.

The General Assembly of 1971 disregarded the proposals of the Phillips Commission and adopted Dr. West's alternative suggestion of a contractual scholarship plan together with the ineffective bounty experiment; however, it provided only \$1,025,000 to fund both programs. In 1973 the private institutions through the North Carolina Association of Independent Colleges and Universities asked for \$200 per FTE or a total of \$4,600,000 to fund the Contract Program. The Board of Governors recommended only \$75 per FTE, but the General Assembly was persuaded by the association to adopt its full request for the biennium, which to-

talled \$9,200,000. This was the situation in 1974 when the request for the 1975-77 budget was under consideration.

At about this time the North Carolina Association of Independent Colleges and Universities began considering reorganizing the association and expanding its legislative requests. Dr. Cameron West, who had been vice president for planning on the staff of the General Administration of the University of North Carolina, left that position in June 1973 to become Executive Director of Higher Education for the state of Illinois to administer its expanded program. The association created the position of president and invited Dr. West to return to North Carolina beginning in October 1974. He was looked upon as a skilled lobbyist who had many friends in the General Assembly and who had had enough experience in the General Administration to know how to present the association's program to the Board of Governors effectively. The press gave voice to the opinion that the return of Dr. West would introduce tension into the relationship of the private and public sectors.

Even before Dr. West arrived, the leadership of the association was busy advancing its legislative program for 1975. As early as May 1974, President Norman Wiggins of Campbell College, chairman of the association, met with President Friday to explore ideas concerning tentative requests that might be made to the Board of Governors, and President Wiggins's ideas were summarized in a letter a few days later.

The Advisory Council of Presidents of Private Colleges and Universities met in Chapel Hill on 18 July 1974, and the Wiggins letter of 30 May was discussed at length. The council was advised that the private colleges should make a specific dollar amount request to the Board of Governors and be ready for a hearing on 12 September. On 4 September President Arthur D. Wenger of Atlantic Christian college, who had become chairman of the association, transmitted the request through President Friday to the Board of Governors. On 12 September President Wenger and a number of his colleagues appeared before the Committee on Educational Planning, Policies and Programs and made a general presentation of their requests. A number of chancellors also appeared. Many questions were asked, and the novel nature of the requests left those present slightly confused.

The association asked first that the program of aid to needy North Carolina students enrolled in private colleges and universities in an amount of not less than \$200 per FTE North Carolina student be continued; second, that enabling legislation be enacted establishing the principle that the state of North Carolina would provide aid for students enrolled at private colleges and universities in an amount equal to fifty percent of the average per capita cost to the state for each FTE undergraduate enroll-

ment at the sixteen campuses of the University of North Carolina; third, "that the additional aid to students be made available as a tuition grant to every full-time North Carolina undergraduate student enrolled as of the tenth day of each term" of the nine-month academic year. To implement the third request, they asked for \$9.2 million for 1975-76 and \$14.4 million for 1976-77, which they estimated would provide a \$400 tuition grant the first year and a \$600 grant the second year for each full-time North Carolina undergraduate. They did not request full funding of the "50 percent principle" for the first biennium.

A fourth request was for an upward adjustment of the formula that was used in determining the need for financial aid. This adjustment had already been made for 1975-76.

The third request bears close resemblance to Dr. West's suggestion of a tuition-equalization plan in his 1971 study of *Private Higher Education in North Carolina*.

Following the slight confusion that attended the 12 September meeting, the private college representatives asked for a second hearing before the Committee on Educational Planning, Policies and Programs, which was granted on 8 November. The formal presentation was made by Dr. Cameron West, who during the previous month had assumed his position as president of the association. This was his first effort following his return. It was lengthy and tedious and did not elicit much discussion; however, he did with some force remind the members of the committee of their duty to "assess the contributions and needs of the private colleges and universities."

The Committee on Educational Planning, Policies and Programs reported to the Board of Governors on 16 November, and recommended that the \$4,600,000 in the continuing budget for the contract program not be increased and that the program be continued at its present level. With respect to the second recommendation, it was pointed out that such an escalatory provision did not obtain anywhere in state government and that all those making requests were required to explain and defend the requests when they were presented to the budget authorities. The third request for a tuition assistance program, without reference to the needs of either the student or the institution, introduced a new approach to student aid, which was contrary to the board's concept of granting aid on the basis of need. When the board was asked to adopt the report, and in consideration of Dr. West's criticism that the board had not studied the needs of private colleges, the report was amended with particular emphasis on studying their contributions and needs and reporting to the board in February 1975.

President Friday called a meeting of the Advisory Council of Presidents

of Private Colleges and Universities on 25 November and informed the group of the study that had been mandated by the Board of Governors. He invited them to cooperate by supplying information that would be useful to the committee in assessing "their needs and contributions." It was at this point that tension began to mount between the General Administration and the Association of Private Colleges and Universities. Some college presidents were hesitant about supplying information that was not already in the public domain. They argued that it would be "an unwarranted invasion of their privacy." On 4 December 1974 a letter and appropriate forms were sent by President Friday to the presidents of the thirty-nine private colleges and universities in North Carolina requesting information. Specifically, he asked for the following:

1. A copy of the institution's operating budget for the current fiscal year.
2. Copies of financial reports for 1971-72, 72-73, and 73-74.
3. Annual certified audits for 1971-72, 72-73, and 73-74.
4. An estimate of the number of degrees to be conferred by the institution during each of the next two succeeding twelve-months periods beginning July 1, 1974.
5. A report on institutional faculty and staff which would provide information on the highest earned degree of faculty members.
6. A statement of long-range plans that the institution might have developed in relation to such objectives as program changes, enrollment projections, staffing, degrees, facilities and financing.

On 4 December President Samuel R. Spencer, Jr., of Davidson College, who was now speaking for the association, wrote to President Friday anticipating receiving the request for information and laying the foundation for some later delaying tactics. He looked forward to receiving the set of forms for supplying additional information; however, he added: "I would like to pass on to you several observations expressed by our members regarding what we assume will be an updating of the earlier 1970 study (directed by Dr. West). First, in view of the rather strong position already taken publicly by the staff of the General Administration adversarial to the requests of the private colleges, there is genuine concern about the ability of the same staff to achieve the objectivity highly important to such a study." He then gave the president some gratuitous advice about how he could achieve objectivity. Another of his concerns had to do with financial records, and he proceeded to lay down conditions for

access to the records that amounted to a skilled and subtle use of delaying tactics. At the beginning of his letter, before questioning the objectivity of the staff, President Spencer had stated that the other college presidents had been informed of the study and "the purpose of this letter is to let you know of their favorable responses." In the letter President Spencer revealed that "Our membership has suggested that the office of the NCAICU be utilized to coordinate the collection of the additional information from all our institutions for transmittal to you."

President Friday responded to President Spencer's letter on 9 December, taking issue with his statement concerning the objectivity of the General Administration staff in polite but firm language. He also declined the suggestion that the NCAICU be utilized in collecting the data, emphasizing that he was following the precedent established by the former Board of Higher Education "in dealing directly with each of you" which President Friday thought had worked well. "It is important to the Board of Governors, for example, the representation regarding Davidson College come directly from you."

In the meantime, on 4 December a "Memorandum to Presidents of Member Institutions of the North Carolina Association of Independent Colleges and Universities" from "Sam Spencer, Chairman of the Board of Trustees, and Cameron West, President," regarding the request that the university had made for information, contained the following statement: "We recommend that you do not return these forms until you hear from us further." A month later Dr. West sent out another memorandum enclosing all of the correspondence between President Spencer and President Friday and advising with reference to the original 4 December request of the university, which the previous memorandum evidently had anticipated, no response to Items 1, 2, and 3 until certain impossible conditions had been met, suggesting that they complete Items 4 and 5 if they had the information and if the policies of the institutions should permit, and no response to Item 5 at this time. All of this, which had created a delay of one month in making a study that was due in February, could hardly have been inadvertent.

President Friday wrote to President Spencer on 3 January 1975 letting him know that he agreed that the time for making a

comprehensive, objective assessment of the contributions and needs of the private institutions is limited, but the request made to the Board of Governors by the private institutions, and the responsibility of the Board to make informed recommendations to the General Assembly, have made it mandatory that we complete this task by early February.

I look forward to receiving from you and your colleagues, what-

ever information you intend to provide, in response to my letter of December 9.

In the meantime, Senior Vice President Dawson and his staff were working around the clock to make a study and assessment of the private colleges and universities and to formulate an alternate proposal to that contained in President Wenger's letter of 4 September 1974.

President Friday met with President Spencer in Chapel Hill on 22 January in an attempt to improve relations with the private sector and to bring some balance into their negotiations. On 3 February the Advisory Council of Presidents of Private Colleges and Universities met in Chapel Hill and the general subject of a need-based program of student aid was presented. Two days later, President Spencer wrote a long letter making it clear that his association stood on what they had been informed was the Advisory Budget Commission's recommendation to continue the contract program and institute a new tuition grant program. He expressed skepticism of the proposal that had been presented on 3 February.

The Advisory Council of Presidents of Private Colleges and Universities met again on 17 February at which time a memorandum entitled "Establishment of a North Carolina Tuition Assistance Grant Program" was discussed at length. This program was a tentative part of Senior Vice President Dawson's study. It was discussed at length but no consensus was reached, and there was agreement that the council would meet again on 24 February. On 19 February President Spencer wrote a highly critical letter to President Friday on the proposed tuition-assistance grant program. His letter and the president's reply were sent to members of the Committee on Educational Planning, Policies and Programs. It, in turn, held a meeting on 23 February and considered the plan to establish a North Carolina tuition-assistance grant program in a public meeting. Since the committee could not complete its plan, the meeting of the council that was supposed to be held the next day was postponed. The Committee on Educational Planning, Policies and Programs met in Raleigh on 26 February and went over the proposed tuition grant program in open meeting and postponed action on it until 13 March. On 6 March Dr. West made a presentation for the private colleges and universities before a joint session of the Senate and House Higher Education Committees of the North Carolina General Assembly, in which he endorsed and defended the program of his association with some fervor.

At the meeting of the Board of Governors on 14 March 1975, the Committee on Educational Planning, Policies and Programs presented the report on *Private Higher Education in North Carolina*. Vice-chairman of the committee, Mr. William A. Johnson, reviewed the immense amount of time and effort that the committee had invested in the preparation of the

study, a draft of which had been distributed to members of the board at the February meeting. He moved that the Board of Governors recommend to the General Assembly "that the North Carolina Tuition Assistance Grant Program be initiated beginning in the fiscal year 1976-77 and that the present program of State aid authorized in Chapter 744 of the *Session Laws of 1971* be repealed effective June 30, 1976."

The report on *Private Higher Education in North Carolina* had seven chapters: Objectives; The Private Colleges and Universities: An Overview; Present State Policy and Private Higher Education: The 1971 Legislation and the Current Program; Contributions of the Private Colleges and Universities: Enrollments, Programs and Degrees Conferred; Contributions of the Private Colleges and Universities: The Dual System; The Needs of the Private Institutions; and Conclusions and Recommendations.

The board recommended that student eligibility for a North Carolina tuition-assistance grant be based on need and that the program be centrally administered by the Board of Governors. Tuition-assistance grants provided under the program, it was recommended, should be not less than \$100 and not more than \$1,100 during each academic year for an eligible student attending a private junior college, and not less than \$100 and not more than \$1,300 for one attending a private senior college or university. It was intended that the College Scholarship Service be used to determine eligibility for a grant. To finance the program, the board recommended that it be funded at a level of \$4,600,000 a year for 1976-77 and that this amount be adjusted to reflect inflationary costs since 1973. This became the platform of the Board of Governors as the dialogue was carried on with the representatives of private colleges and universities on the problem of aid to private higher education over the next eight years.

The study evoked much discussion among presidents of private colleges and universities who now adopted as their platform an entitlement program known as Legislative Tuition Grants for which all undergraduate North Carolina residents enrolled in an accredited private institution would be eligible without reference to need on the part of either the student or the college. Their argument, repeated over and over again, was that the state "subsidy" to students enrolled in public institutions had caused such a gap between the tuition of public and private institutions that the latter were in many instances threatened with bankruptcy because they could not compete with the public institutions. They posed the stark choice between sufficient state aid to all students in private institutions to keep them viable or dumping thousands of students on the state system.

The General Assembly of 1975 was impressed by the argument of the private institutions and paid little attention to the tuition-assistance program based on need advocated by the Board of Governors. The Associa-

tion of Independent Colleges and Universities had built under Dr. West's leadership an effective basis of support among the many senators and representatives who had private institutions in their districts. For 1975-76 and 1976-77 the General Assembly authorized the capitation grant program known as the North Carolina Legislative Tuition Grants (NCLTG) and designated the State Education Assistance Authority to administer the grants. Under this program an eligible student received \$200 per year in accordance with rules and regulations established by the authority. Financial need was not a requirement; however, to be eligible, a student had to be registered on a full-time basis (at least twelve hours a term). The General Assembly also retained the need-based program of financial aid to students now called the State Contractual Scholarship Fund (SCSF) to be funded at the level of \$200 for each full-time equivalent (FTE) registration in the institution. From 1976-77 on, the institutions under the contract they made with the General Administration of the Board of Governors were required to put the total amount they received from the state in a scholarship fund to assist financially needy North Carolina students. Need was determined by a standard procedure, and students who received scholarships from the fund were notified officially by the institution of the source and amount of the scholarship. The institution determined the amount.

From 1975 to 1983, when the General Assembly repealed the sentence in the statute that made the Board of Governors responsible for reviewing requests for funds from the legislature to finance the programs, a dialogue that was frequently acrimonious and unpleasant was carried on. The private institutions continued to ask for more funds to support the Legislative Tuition Grant Program and were content to maintain the State Contractual Scholarship Fund at the \$200 level. Each time the private institutions filed a request with the Board of Governors, they asked the board to support their objective of a tuition grant for each of their students in an amount equal to 50 percent of the "subsidy" the state gave on an average to each undergraduate student enrolled in a public senior college or university. The Board of Governors continuously opposed this "principle" and the General Assembly was also difficult to convince on this point; however, the independent sector lobby was able in 1982 to get this indefinite commitment from the General Assembly: "By the end of 1986-87, the General Assembly intends to provide for the private college student assistance programs within North Carolina, a reasonable per-student funding level compared to the per-student State appropriation during the preceding fiscal year for the institutions under the Board of Governors of The University of North Carolina."

This had little substantive meaning because one legislature cannot

commit its successors on matters involving an appropriation. There was constant criticism between the two sectors. On 5 September 1976 the chairman of the Board of Governors stated, "I hope the private sector will recognize that our primary obligation is to our public institutions." It was alleged by the independent institutions that it was obvious the University of North Carolina Board of Governors would not be objective about recommending state support for private institutions. The public sector resented criticism of the low tuition that students in public institutions were required to pay, and maintained that Article 9, Section 9, of the state constitution directed the General Assembly as far as practicable to provide higher education to citizens of the state "free of expense." The private advocates in turn stated that if public tuition was not to be increased, then state aid to private colleges would have to be increased to close the widening tuition gap. The private advocates also pointed out the relatively low out-of-state tuition at public institutions. The public sector argued that the attention focused on out-of-state tuition caused it to be increased without any benefit to the private institutions. The private institutions charged the public institutions with constructing expensive, new buildings while there was unutilized space in the private institutions. The public sector charged that the private institutions were not accountable for establishing new and duplicative programs. A careful study by the Board of Governors found that there was no need for another law school in the state; however, a private institution established a new law school. The same institution announced plans to establish a new pharmacy school at a time when the pharmacy school at the University of North Carolina at Chapel Hill was showing a slight decline in enrollment. And the argument continued. By 1978 the propaganda tactics of the Association of Independent Colleges and Universities were beginning to be counter-productive in the General Assembly. Dr. West seized an opportunity to accept a college presidency, and the association employed as its president a low-key, former state senator, Mr. John Henley, who was more tactful in dealing with university officials and state legislators.

Over the years, the North Carolina Legislative Tuition Grant Program increased from \$200 per student annual grant in 1975-76 to \$650 in 1982-83. At one time the private institutions had been apprehensive about the constitutionality of the program but in March 1977 a three-judge federal court upheld the constitutionality of the state's program of aid to North Carolina students attending church-affiliated private colleges. The decision was rendered in the case of a suit filed by a former teacher in a private institution. The judges cited a June 1976 United States Supreme Court decision that upheld Maryland's aid to church-affiliated colleges.

The Board of Governors responded affirmatively to a request of the private colleges and universities and adopted a resolution on 14 May 1982 in support of a proposed constitutional amendment that would have enabled the private institutions to issue tax-exempt revenue bonds for capital improvements. The issue did not pass in the November election of 1982.

In an attempt to bring about better relations between the public and private sectors, an informal ad hoc committee composed of five members from the Board of Governors and five from the Council of Trustees of the Association of Independent Colleges and Universities was established in 1980. Mr. Henley took the leadership in setting up the committee which also had the endorsement and support of President Friday. The Board of Governors was represented by Messrs. Philip G. Carson, William A. Dees, Jr., John R. Jordan, Jr., James E. Holmes, and William A. Johnson. Representing the Council of Trustees were Messrs. William Womble, Walter Brown, Joseph Grier, James Johnson, and Charles Wade. It was agreed that this informal committee would sit down and discuss the differences between the public and private sectors and come up with some recommendations regarding aid to North Carolina students in private institutions. With staff assistance from both the General Administration and the Office of the Association of Private Colleges and Universities, the committee held at least five meetings between April 1970 and July 1982.

The committee attempted to draft a statement to which both sectors would subscribe; however, the private sector stood on its platform of an entitlement program supported by the North Carolina Legislative Tuition Grants, and the representatives of the Board of Governors stood on their platform of tuition-assistance grants for students in private institutions based upon need. The committee found it impossible to agree; however, as symbolic of improving relationships, Mr. John Henley, president of the North Carolina Association of Independent Colleges and Universities, presented to President Friday a resolution signed by all thirty-eight presidents of the private institutions honoring him for his service to higher education. The presentation was made at the regular meeting of the Board of Governors on 9 January 1982.

After the legislature relieved the Board of Governors of the obligation to review the requests of the private institutions in 1983, relations became more cordial and the per-student annual grant was increased to \$850 in 1984-85 and to \$950 in 1985-86. The State Contractual Fund was increased to \$300 per FTE in 1985-86.

In 1983 the Association of Independent Colleges and Universities shifted its campaign for a principle that would guarantee the amount of its appropriation from the General Assembly. It had been advocating since 1974 what it designated as the 50 percent principle, meaning a per

capita appropriation for each North Carolina resident enrolled in the private sector in an amount equal to half the average per capita appropriation for undergraduates in the baccalaureate institutions of the University of North Carolina. The new approach which was designed to keep the tuition gap from increasing in the years ahead called for an increased appropriation per capita equal to the increased appropriation per capita in the previous year for undergraduate students in the baccalaureate institutions of the public sector. For example, if those institutions in the public sector received an average per capita increase of \$400 in 1982, the undergraduates in the private institutions would receive an increase in 1983 of the same amount. The legislature did not meet this challenge and raised the per-student annual grant by \$100 in 1984-85 and an additional \$100 in 1985-86.

The argument over the tuition gap continued unabated in 1986. The private institutions claimed that the tuition gap had increased from \$1,031 in 1971 to \$2,463 in 1985, after counting the \$1,250 per capita that the state now appropriated for the Legislative Tuition Grant Program and the Contractual Scholarship Fund combined. It was pointed out by those who were critics of the state-aid program that the increase in tuition in private institutions was close to the increase in family earnings during the inflationary period through which the nation had come. Furthermore, it was argued that resources for student financial aid between 1972-73 and 1983-84 in North Carolina private institutions had increased more than fivefold from \$12,800,000 to \$67,000,000. The problem had come to be more political than economic.

Between 1972-73 and 1985-86 the state had appropriated \$65,327,000 for the State Contractual Scholarship Fund, which was aiding over 6,000 students in the private institutions annually, and between 1975-76 and 1985-86, \$132,515,500 for the Legislative Tuition Grant Program. This program was undoubtedly of great assistance to some of the private institutions. In 1971 there were forty-one private colleges and universities in North Carolina. Eleven of these were junior colleges. By 1985 there were thirty-eight. Two junior colleges had ceased to exist and one had joined the community college system. Two of the eight remaining junior colleges had become senior institutions, and another had announced plans to add a baccalaureate program beginning in 1986.

Financial difficulties in the private sector probably reached a high point in 1975, the year the Legislative Tuition Grant Program was enacted by the General Assembly. In 1975 North Carolina Wesleyan College became so involved financially that the chairman of the board, Judge J. Philip Carlton, appealed to the Board of Governors in a letter dated 11 March stating that "the only alternative to the permanent closing of the school is

a purchase by the State of North Carolina and operation by the State." The Board of Governors had the General Administration staff make a thorough investigation, and on 11 April the Board of Governors declined the request. Following the action of the board, the North Carolina Methodist Conference and the Rocky Mount community where the college is located went into action and raised over a million dollars to keep the institution open. In the next decade with philanthropic aid and with increasing assistance from the state support for students enrolled in private institutions, North Carolina Wesleyan recovered and by 1985 had paid all of its debts and had a surplus of 1.5 million dollars.

The state aid to students enrolled in private colleges and universities did not result in a significant increase of North Carolina undergraduate students between 1972-73 and 1985-86. The FTE enrollment on 1 October in 1972-73 was 22,800 and the enrollment in 1985-86 was 23,193. The increase of 393 is small, but the stabilization of enrollment in the private sector has contributed significantly to maintaining a dual system with its twin virtues of diversity and freedom of choice in higher education.

The Advisory Committee of Presidents of Private Colleges and Universities continued to meet regularly until about 1982. In addition to carrying on the discussion of aid to the private sector, the committee was kept informed about demographic trends in the state, the relations between the university and the Office of Civil Rights, trends in student aid, and a variety of other topics.

In 1976 the president of the university, the president of the community college system, and the president of the North Carolina Association of Independent Colleges and Universities joined in forming the Liaison Committee composed of four members from each group that discussed topics of mutual interest and concern to institutions of higher education in North Carolina. This group, which met quarterly, was a stabilizing influence and brought about more cordial relationships among the various types of institutions. It was concerned with the problem of duplication of services and programs, which was especially important to the smaller, private liberal-arts institutions that found themselves in competition with the burgeoning community college system. The group was also concerned with the data collecting activities of the university, with some aspects of the long-range planning that was under the direction of the Board of Governors, and with demographic trends.

The most cordial cooperation between the Board of Governors and the private colleges and universities in North Carolina has been in the field of teacher education. One of the longer running joint ventures has been the work of the cooperative planning consortium of special education pro-

grams which was formed in 1974 at the request of President Friday. It has been in operation continuously addressing the problem of producing adequate professional personnel to serve the educational needs of handicapped children in the state. The consortium is made up of fourteen constituent institutions of the university and eleven private institutions. There are also certain state agencies and consumer groups that work with the consortium.

The most extensive venture has been the Quality Assurance Program. This involved forty-four colleges and universities in North Carolina including twenty-nine private four-year institutions and fifteen constituent institutions of the university. This venture also involved a high level of cooperation between the State Board of Education and the Board of Governors. A close working relationship has been developed with many of the private institutions and with the Association of Independent Colleges and Universities. In the early stages of the program, the cooperating institutions were especially concerned with the initiation of the policies that eventually resulted from the Quality Assurance Program agreements. The alliance between the public and private sectors continued and is reflected in a close relationship that has developed as they have worked together on the task force in the preparation of teachers.

The development of the Mathematics and Science Education Center Network has included some work with the private sector and has resulted in a number of consorcial arrangements where affiliated centers of the network, each of which is a constituent institution of the university, are working directly with one or more private colleges or universities. An example is the close cooperative relationship between Catawba College and the University of North Carolina at Charlotte.

The development of the Title 2 Comprehensive Plan required a close planning and working relationship between the university, the public schools, and certain private colleges and universities of the state. The institutions working most closely with the development of the plan include Atlantic Christian College, Catawba College, Duke University, Guilford College, St. Augustine's College, and Lenoir-Rhyne College. The Title 2 Plan is based on federal funds allocated on a formula basis to North Carolina. The private institutions work with the university to develop a competitive grants program. In a recent year seven private colleges or universities shared in grants through Title 2, administered under the Board of Governors.

There are two consortium-based teacher-education programs in North Carolina that involve formal relationships between constituent institutions of the university and certain private institutions. The Winston-Salem Consortium includes Wake Forest University, Salem College, and

Winston-Salem State University; the Charlotte Consortium includes the University of North Carolina at Charlotte, the University of North Carolina at Chapel Hill, the Charlotte-Mecklenburg School System, Johnson C. Smith University, Sacred Heart College, and Davidson College. The objective of these consortia is to provide improved pre-service teacher education programs and to expand continuing education opportunities for teachers in the area.

The planning and development of the North Carolina Center for the Advancement of Teaching has included some cooperative relationships with the private sector with the objective of securing access to resources from private institutions and utilizing their assistance in providing services for teachers in the private elementary and secondary schools in North Carolina. The principal assistance in this venture has come from Guilford College.

The Area Health Education Centers have been discussed in another connection. They constitute an important relationship among the four medical schools in the state located in the University of North Carolina at Chapel Hill, East Carolina University, Wake Forest University, and Duke University and the nine Area Health Education Centers that are providing advanced and continuing education for health professional personnel. The university has worked closely with Duke and Wake Forest to develop nursing education programs. In addition, significant programs in the area of mental health, prevention of handicapping conditions in children, and the provision of health education resources for middle school programs in North Carolina have been developed.

Over the past fourteen years there have been many instances of productive cooperation between public and private institutions in North Carolina, especially when there have been specific tasks to be done and some external source of support available to link two or more institutions in some worthwhile enterprise.

The General Administration, 1972–1986

THE Restructuring Act provided that “the merger of an institution into The University of North Carolina under this Act shall not impair any term of office, appointment or employment of any administrative, instructional or other personnel of the institution.” Furthermore, the act directed the Board of Governors during the time it was serving as a Planning Committee “to prepare a plan for the merging of the staff positions of the Board of Higher Education and of the General Administration of The University of North Carolina, said plan to become effective July 1, 1972.” The first of these provisions had the effect of guaranteeing each person employed in one of the sixteen constituent institutions his or her current status. The second apparently assured each member of the staff of the Board of Higher Education and of the General Administration of the Consolidated University an assignment on the staff of the new organization. These two provisions were checks on the authority of the Board of Governors and the president. There probably would have been few changes if these provisions had not been enacted; however, they had the effect of relieving the thousands of employees of the university of anxiety about their employment status.

The General Administration staff that was approved on 7 July 1972 followed closely the organization of the administration of the Consolidated University. This had evolved from a management report prepared by the firm of Cresap, McCormick and Paget in 1953 during President Gordon Gray’s administration. The same firm recommended an organizational pattern for the three constituent institutions at that time which came to be, with some variations, the pattern that spread to the sixteen constituent institutions.

The General Administration staff was composed of the president and the five vice presidents for academic affairs, finance, planning, research and public-service programs, and student services and special programs. The latter was added to the positions provided in the staff of the Consoli-

dated University and made it possible to employ a minority person in a high-level post. The position of vice president for administration, which was vacant, was deleted. Each of the five vice presidents had a staff and a definite allocation of duties and responsibilities. In addition, the president had four assistants whose duties involved public information; legal affairs; relations with the Faculty Assembly, private colleges and universities and the community college system; and governmental affairs. The last was added in September 1973. The position of secretary of the university was also retained. This person was in charge of the clerical and administrative duties of the Board of Governors and of relations with the local boards of trustees.

President Friday's administrative style was strictly collegial. He consulted frequently with the staff, and decisions were made after canvassing fully all available information. The advice of those responsible for the several areas was always considered. There was a meeting of the principal members of the staff, usually on Monday mornings. All official actions had to be taken in the name of the president, but he was careful to give credit to those who were responsible for assisting him in arriving at and carrying out decisions. An index to his collegial style can be found in the way he approached all of the persons under his jurisdiction. He never spoke of "my staff," "my vice presidents," or "my chancellors." He invariably referred to them as "my colleagues" and treated them as associates rather than subordinates.

President Friday continued the practice he followed under the Consolidated University of issuing a report to the Board of Governors of the chief developments during each year and including with it a report from each of the chancellors. The first volume of *The President's Report* covered the year 1972-1973 and was followed by twelve additional volumes ending with 1984-85. These are valuable historical documents and contribute much to understanding this period.

The Division of Academic Affairs through the fourteen years was under the direction of Vice President Raymond H. Dawson. The restructuring act provided for "a Senior Vice President." In the early days there was some criticism of President Friday for not filling this position. He adamantly maintained that it was customary and expected in multicampus universities that the second officer in the organization should be the chief academic officer. On 13 September 1974 he recommended, and the Board of Governors approved, Dr. Dawson as senior vice president.

In the beginning Vice President Dawson had the following associates: from the staff of the Board of Higher Education, Dr. J. Lemuel Stokes II, associate vice president, and Dr. John R. Satterfield, assistant vice president; Mr. Robert L. Sigmon and Mr. David B. Edwards from the North

Carolina Internship Program; and Mr. Louis T. Parker, director of the North Carolina Educational Computing Service, which was located in the Research Triangle. Dr. Satterfield resigned in a few months to accept another position. The intern program underwent several changes; Mr. Edwards, an attorney, became associated with the president's legal assistant; and Mr. Sigmon went elsewhere. Mr. Parker continued as director of the University of North Carolina Educational Computing Service, which is still assigned to Vice President Dawson's office. Associate Vice President Stokes reached the age of retirement in 1975. He continued as a special assistant in academic affairs and has devoted some time to administering Southern Regional Education Board contract programs in medicine, optometry, and other fields at out-of-state institutions. Dr. Robert Williams, professor of history at East Carolina University and dean of academic affairs and provost, was appointed associate vice president for academic affairs on 8 June 1973. He holds the Ph.D. from Tulane. Dr. Williams, among many other duties, has devoted much of his attention to improvement of libraries throughout the university and has been in charge of university graduate centers at Fayetteville State University and Elizabeth City State University.

Vice President Dawson added Dr. Jeanne Margaret McNally to his staff in 1974. She was first named director of the statewide program for continuing education for nurses. In 1975 she became assistant vice president for academic affairs and in 1978 was promoted to associate vice president for academic affairs. She received her bachelor's, master's, and doctoral degrees from the Catholic University of America. Dr. McNally resigned in 1980 when she was elected to her order's highest position, Superior General of the Sisters of Mercy. She directed several studies of nursing and assisted in the reorganization of nursing programs in some of the constituent institutions.

Dr. Donald J. Stedman was appointed special assistant to the vice president for academic affairs on 14 May 1976. On 1 July 1978 he was advanced to associate vice president for academic affairs. He received the Ph.D. in psychology from George Peabody College and taught at Duke University and George Peabody College and was professor of education at the University of North Carolina at Chapel Hill. At one time he served as associate director of the Joseph P. Kennedy, Jr., Foundation in Washington, D.C. Dr. Stedman devoted much of his time to teacher education and was responsible for the five reports dealing with the education and training of teachers and other educational personnel in the University of North Carolina. He was the staff officer responsible for developing the quality assurance program. He has been associated with the network of Mathematics and Science Education Centers in North Carolina, and he is

the principal staff officer in assisting with the development of the North Carolina Center for the Advancement of Education at Western Carolina University. In addition, Dr. Stedman is also the principal staff officer to the Task Force on the Preparation of Teachers, which was delegated to the Board of Governors by the 1985 session of the General Assembly.

Dr. Arthur H. Padilla, who was a research associate in the office of the vice president for planning and a former member of the staff of the Board of Higher Education, became assistant to the vice president for academic affairs and was later promoted to assistant and associate vice president for academic affairs. He has been responsible for a number of studies, among them *Class of '74: Early Careers of Graduates from the Sixteen Campuses*, 1976; and "Intercollegiate Athletics in The University of North Carolina," 1985. Dr. Padilla received the B.A. and M.A. degrees from North Carolina State University and the Ph.D. in economics from the University of North Carolina at Chapel Hill, and was on leave of absence to hold a joint appointment as fellow for the Brookings Institute and the United States Department of Labor in 1980-81.

Mr. Robert E. Phay served as special assistant to Vice President Dawson from 15 November 1974 to 30 June 1976. He was on leave of absence from the Institute of Government in the University of North Carolina at Chapel Hill. Mr. Phay is a native of Mississippi and a graduate of the University of Mississippi and the Yale Law School. At the time, he was associate professor of law and government. Mr. Phay was especially helpful during the period when the sixteen constituent institutions were formulating their tenure regulations.

Dr. Lloyd Vincent Hackley also served as assistant vice president for academic affairs from 1 July 1978 until 1980 when he was promoted to associate vice president. He resigned in 1981 to take the position of chancellor at the University of Arkansas at Pine Bluff. Dr. Hackley holds a Ph.D. in political science from the University of North Carolina at Chapel Hill. He served in the Air Force in Vietnam and Europe and retired as a major in 1978. From 1974-78 he was associate professor of international relations and political science at the United States Air Force Academy. He was especially active in assisting Senior Vice President Dawson with studies and negotiations during the controversy with the U.S. Office of Civil Rights.

Dr. Mickey L. Burnim was appointed assistant vice president for academic affairs beginning 1 January 1982. He is a native of Texas and received the B.A. and M.A. degrees from North Texas State University and a Ph.D. from the University of Wisconsin at Madison in economics. He held the position of assistant professor of economics at Florida State University and spent a postgraduate year at Brookings Institute on an

economic-policy fellowship in 1980-81. Among his many responsibilities, Dr. Burnim has devoted time to the evaluation of business programs in the university and to the doctoral study assignment program. The latter was initiated in 1979 for the purpose of increasing the proportion of faculty holding doctorates, especially in the traditionally black institutions. From 1970-80 through 1985-86, there have been 122 members of the faculty, 109 of whom are black, who have received study assignments to take graduate work toward a doctoral degree. Forty-nine of the 109 have completed the degree, and others are in various stages of graduate study.

The vice president for academic affairs, as was pointed out in another chapter, has been responsible for academic personnel, for all academic programs in the university, and for much of the work in connection with the controversy with HEW and OCR. The latter involved at least fourteen studies and reports. He also prepared a long report on private higher education in North Carolina in 1975. Under his direction, members of his staff made evaluation studies of the health professions at both the baccalaureate and graduate levels, engineering, nursing education, home economics, the education and training of teachers, criminal justice and public service programs, and business education. In addition, an extensive academic program inventory of the sixteen constituent institutions was completed in 1974 and revised in 1978. This was followed by an academic program inventory of private senior colleges and universities in North Carolina in May 1979.

Vice President Dawson is advised by a number of groups that represent faculties of the sixteen constituent institutions. Among these are: the University Graduate Council, which had its origin under the Consolidated University; the University Library Council; the Council of Chief Academic Officers; and others.

Vice President Dawson also has participated regularly in the preparation of the university budget and in the recommendation of the allocation of funds appropriated to the university for distribution by the Board of Governors. As the senior vice president, he has acted for the president when necessary. His facile pen and lucid explanations have been indispensable in establishing and maintaining the integrity of the university over the last fourteen years.

Vice President Joyner came to his position from the Consolidated University with a staff that included Assistant Vice President and Treasurer J. Sibley Dorton; Assistant Vice President Kennis R. Grogan, who was later promoted to associate vice president in 1976; and Assistant Vice President A. P. Winfrey. The Board of Higher Education contributed Assistant Vice President Hugh Buchanan, who was promoted to associate vice president in 1976. Mr. Shepard retired in July 1974 after forty-one

years of devoted service. Mrs. Ellen Hogan Kepley was appointed budget officer in January 1974, promoted to assistant vice president in 1976, and to associate vice president in 1983. Mrs. Kepley joined the General Administration staff following twenty years in the Budget Office of the University of North Carolina at Chapel Hill. Dr. Leon Martin Ennis was appointed finance officer on 11 May 1975, and was promoted to assistant vice president in 1984. Dr. Ennis received his Ph.D. from the University of North Carolina at Chapel Hill.

The staff in the Division of Finance has remained very stable. Mr. Robert G. B. Bourne served as property officer on a part-time basis for five years beginning in July 1973, and Mr. Allen S. Waters was appointed property officer in November 1976 and later promoted to assistant vice president. Mr. Waters is a native of Missouri, a graduate of the United States Naval Academy and Rensselaer Polytechnic Institute, and served for twenty years in the U.S. Navy Engineering Corps. He was named director of construction and engineering at the University of North Carolina at Chapel Hill in 1965.

Mr. Bryant Deaton joined the staff as assistant vice president for finance in 1983. He was assigned to North Carolina Agricultural and Technical University where he was of great service to the university in bringing order into the financial records of that institution. As soon as his mission was accomplished, he resigned to accept other employment and was replaced by Mr. Jeffrey R. Davies from the staff of the Administrative Data Processing Center of the University of North Carolina at Chapel Hill. Mr. Davies is advising institutions concerning the installation of a new accounting system.

Another change in the Division of Finance occurred when Mr. Milton H. Gupton, a member of the staff of the State Commission on Higher Education Facilities, which was assigned to the university at the time of restructuring, was transferred to the division as services officer in 1973. He, with the able assistance of Mrs. Marilyn F. Heatherley, Mr. Eugene C. Drogos, and others, has been in charge of the in-house business of the General Administration.

The Division of Finance has responsibility for the preparation of the university budget and administration of appropriations under policies set by the Board of Governors. In addition, it has assisted some of the constituent institutions in the organization of their business affairs offices, and it has kept up with the extensive building program of the university. Over the past fourteen years, it has prepared eight university budgets for presentation to the Board of Governors and the Advisory Budget Commission. Vice President Joyner's knowledge of public finance has been of great value to the university during this period.

The Planning Division in 1972 was headed by Vice President Cameron

P. West. His entire staff came from the Board of Higher Education. Dr. West was a native of North Carolina and had received his bachelor's, master's, and doctoral degrees from the University of North Carolina at Chapel Hill. He had been a public school administrator for a number of years, then joined the staff of Pfeiffer College in 1956, where he advanced to the position of academic dean. He became assistant director of the Board of Higher Education in 1966 and director in 1968.

Dr. John B. Davis, who had been professor of mathematics at East Carolina University, was assistant vice president for planning with the responsibility for institutional research and data collection. He was promoted to associate vice president in 1976. Dr. Davis was instrumental in setting up the statistical services and data collection operation of the General Administration. He retired because of poor health and died early in 1979. Mr. Allen J. Barwick, who also came from the Board of Higher Education, acted as coordinator of institutional studies. He stayed a short time only and moved to a position in Raleigh. Mrs. Linda F. Balfour was designated statistical analyst and was given responsibility for editing the annual issue of the *Statistical Abstract of Higher Education in North Carolina*. By 1985 she had collected the information for and edited thirteen issues of this valuable publication. Another member of the staff of the Board of Higher Education who accompanied Dr. West was Mrs. Hilda A. Highfill. During her short tenure she did some of the work on the first document filed by the General Administration with the Office for Civil Rights in June 1973, entitled "A State Program to Enlarge Educational Opportunity in North Carolina."

Dr. West resigned his position on 1 June 1973 to accept a position as executive director of higher education for the state of Illinois.

On 14 September 1973 Mr. John L. Sanders, who received his bachelor's and law degrees from the University of North Carolina at Chapel Hill and was director of the Institute of Government at Chapel Hill, was elected vice president for planning. He had served as executive secretary of the Governor's Commission on Education Beyond the High School and was among the most respected educational administrators in the state. He was joined in April 1975 by Dr. Charles Ray Coble, Jr., as associate vice president for planning. Dr. Coble had received the doctorate in political science at the University of North Carolina at Chapel Hill and was a competent research scholar and statistical analyst. Mr. Sanders served for only five years and resigned in December 1978. During that time, however, he edited three issues of *Long-Range Planning* and laid the foundation for the planning activities for the university. In addition, he made several notable studies; among them, investigations of the need for an additional law school in North Carolina and of the need for veterinary

education. Unfortunately, Dr. Coble died less than a month after Mr. Sanders resigned, leaving the division without leadership.

President Friday named Dr. Roy Carroll, a native of Arkansas and chairman of the department of history at Appalachian State University, as acting vice president beginning 12 January 1979. Dr. Carroll received the A.B. degree from Ouachita Baptist University. He served in Japan and Korea as an infantry officer in the United States Army. He was awarded the M.A. and Ph.D. degrees in history from Vanderbilt University and was a Fulbright scholar at the University of Leeds in England. Prior to a decade of service at Appalachian State University, he had taught four years at Armstrong State College in Savannah, Georgia, and six years at Mercer University. Dr. Carroll had served as secretary of the Faculty Assembly of the University of North Carolina. At the time of his appointment, he was in his first year as elected chairman of the assembly. A national search was made to fill the position, and on 11 May 1979 Dr. Carroll was elected vice president for planning by the Board of Governors. He continued to serve with distinction in that position and produced three more editions of the long-range plan. He was joined by Dr. Gary T. Barnes as assistant vice president for planning on 1 July 1980. Dr. Barnes became associate vice president on 1 July 1981. At the time of his appointment, he was assistant professor of economics in the University of North Carolina at Greensboro. He received his Ph.D. from North Carolina State University and had wide experience in research. He is giving able direction to supplying the needs of the General Administration and the Board of Governors for a wide range of data. He was instrumental also in improving utilization of computer facilities and speeding up electronic data processing.

Vice President Carroll is assisted by Mr. E. Bruce Sigmon, Jr., assistant vice president for planning, who was added to the staff during Mr. Sanders' administration, and recently Dr. John F. Corey, who was associated with the Student Services and Special Programs Division for thirteen years, has joined the staff of the Planning Division as associate vice president.

The Research and Public Service Division came into the restructured General Administration as it had been organized under the Consolidated University. Dr. Herman Brooks James was vice president of the division. He reorganized it and gave stability to a function of the university that had received only intermittent attention over the years. Dr. James succeeded Dr. Charles E. Bishop, the person who had most recently presided over the division. It was a great loss when Vice President James, who had been critically ill for six months, died on 24 March 1973. His counsel was greatly needed during the next decade.

Dr. E. Walton Jones, professor of economics at North Carolina State University, was appointed associate vice president for research and public service programs on 15 January 1973. He was a native of South Carolina and held the B.S. and M.S. degrees from Clemson University. He received a Ph.D. from North Carolina State University in 1962. Dr. Jones had advanced from research assistant at North Carolina State University to administrative dean for university extension and public service. At various times he had been an economic adviser to the governor of North Carolina, and he had served a term as executive director of the Coastal Plains Regional Committee.

After the death of Vice President James, the Division of Research and Public Service Programs was merged with the Division of Academic Affairs for three years. Dr. Jones and Mr. Charles L. Wheeler made a study entitled "Review and Analysis of Sponsored Research at The University of North Carolina" in 1975. On 8 October 1976 Dr. Jones was elected and promoted to vice president for research and public service programs. He continued in this position until 1985; however, much of his time during the first two years was devoted to advising Governor Hunt, and he eventually received a leave of absence from the General Administration and from 13 October 1978 to 13 November 1980 was special adviser to Governor Hunt and deputy secretary to the North Carolina Department of Natural Resources and Community Development. During part of the period of his leave of absence, Dr. Donald J. Stedman was acting vice president. Dr. Stedman devoted considerable attention to extension and continuing education, which had not received the emphasis that many thought should have been placed on this area. He succeeded in designing a system that made it possible to keep up with the various extension programs and to avoid unwarranted duplication and competition.

After Dr. Jones returned from his leave of absence, he continued to give emphasis to the Annual Urban Affairs Conference of the University of North Carolina and edited several volumes of its proceedings. He also promoted the interinstitutional institutes and centers that were responsible for such enterprises as water resources and marine science.

Mr. Charles L. Wheeler, who was director of the North Carolina State Commission on Higher Education Facilities at the time of restructuring, came to the General Administration as a member of the staff of the Division of Finance. He subsequently transferred to the staff of the Division of Research and Public Service Programs; however, he continued his activities with the Commission on Higher Education Facilities, and with the assistance of Mr. William H. Gilmore, inventory project supervisor, published ten editions of the facilities inventory and utilization studies between August 1976 and October 1985. The 1985 edition of the in-

ventory revealed that the University of North Carolina and its constituent institutions had a total of 1,191 buildings with a total area of 36,502,000 square feet. The total replacement value of the buildings, not including the equipment contained in them, was estimated to be \$2,692,173,000.

Mr. R. L. Hardison, former director of purchasing for the University of North Carolina at Chapel Hill and presently a consultant for the Division of Finance, made a study of the total value of movable equipment and library books in the buildings on the campuses of the sixteen constituent institutions in May 1986. The study indicated the total value of this equipment to be approximately \$608,930,000.

Mr. Allen R. Rodeheffer also came to the Division of Research and Public Service from the Board of Higher Education. He was the Director of Title I Programs and continued in that capacity until his retirement in 1979. He completed in August 1977 a study of "North Carolina's Community Service and Continuing Education Program under Title I of the Higher Education Act of 1976: 1966-77."

Dr. George E. Bair, Director of University of North Carolina Television, and the staff of that organization were originally assigned to the Division of Research and Public Service Programs; however, after the death of Vice President James, Dr. Baer reported directly to President Friday.

When Vice President Jones resigned in 1985, Dr. Jasper D. Memory, Vice Provost and Dean of the Graduate School at North Carolina State University, was appointed Acting Vice President for Research and Public Service Programs, effective September 1. In this position, he was responsible for the university's sponsored research projects and for directing the university's interinstitutional programs which include Marine Sciences, Urban Affairs, Environmental Studies and others. Dr. Memory received the B.S. degree from Wake Forest University and his doctorate in physics from The University of North Carolina at Chapel Hill. He is a well-known research scientist in the field of molecular and solid state physics. After a search for a permanent appointee for this position, Dr. Memory was elected to the post by the Board of Governors in May 1986.

A study by Vice President Memory, *Research in the UNC System Covering the Period 1977-1985: A Preliminary Report*, February 1986, showed that the amount of research funds that has come to the University of North Carolina has increased from about \$40 million annually in 1978 to over \$106 million in 1985. Most of this money goes to the two research universities. In 1985, the University of North Carolina at Chapel Hill received approximately \$60 million, and North Carolina State University received \$35 million. The sources of research grant funding in 1985 were approximately as follows: \$80 million from the federal government, \$10

million from industry, \$5 million each from the state government and private foundations, and the remainder from other sources.

The new Division of Student Services and Special Programs authorized in 1972 was headed by Vice President Harold Delaney. Dr. John F. Corey, who had been a member of the staff of the Board of Higher Education, was named assistant vice president in that division.

Mr. Stan C. Broadway, director of the State Education Assistance Authority, was attached to the division with his staff. The Board of Higher Education had been obligated to provide the executive director for the authority, which coordinated student-assistance programs for North Carolina under a board appointed by the governor. The General Administration assumed that obligation, and Mr. Broadway and his colleagues began a connection with the General Administration, reporting through the vice president for student affairs and special programs.

Mr. Broadway has maintained close liaison with The College Foundation, Inc., a nonprofit organization for the purpose of providing financial assistance to college students. It has administered a number of programs over the last thirty years, and it is the central lender for the North Carolina Education Assistance Authority. During 1984-85, the foundation made available \$51.9 million in educational loans to students enrolled in North Carolina colleges and universities, and, over the years, it has made educational loans totaling \$293.5 million. There have been unfavorable reports in the news media concerning the repayment of student loans. The fact is that when viewed in the long run, over 95 percent of the students who obtain educational loans repay them. The troublesome, less than 5 percent receive most of the national publicity.

When Vice President Delaney resigned in July 1974, the position was vacant until April 1975 when Mr. Cleon F. Thompson, Jr., was appointed acting vice president for student services and special programs. He was a candidate for the doctoral degree at Duke University, which he completed soon after his appointment. He had earned the bachelor's and master's degrees at North Carolina Central University, and he had taught at North Carolina Agricultural and Technical State University and Tuskegee Institute and was vice president for academic affairs at Shaw University. For a period, he was senior research assistant in the University of North Carolina School of Medicine. Dr. Thompson was appointed vice president on 1 March 1976 after a national search, and continued in that position except for the period 1 November 1980 through 12 June 1981, when he was serving as acting chancellor of North Carolina Agricultural and Technical State University. During this period Dr. Nathan Simms served as acting vice president. He was Reynolds Professor at Winston-Salem State University. Dr. Thompson returned to his position and con-

tinued until he was elected Chancellor of Winston-Salem State University in 1985. He took a leading role during the dispute with the Office of Civil Rights and was especially helpful to President Friday in interpreting the university to the chancellors of the traditionally black constituent institutions and to the black community in general. Vice President Thompson also served as an effective liaison between President Friday and the student body presidents of the sixteen constituent institutions.

Assistant Vice President Corey, who was later promoted to associate vice president, helped Vice Presidents Delaney and Thompson in many ways. He was skilled in drafting letters, speeches and other documents. Dr. Corey also was responsible for the staff work in connection with the licensing of collegiate institutions, principally proprietary colleges and private colleges from outside North Carolina which applied to offer extension-type courses within the boundaries of North Carolina. He prepared several editions of *Rules and Standards for Licensing Non-Public Institutions to Confer Degrees*, the last edition of which was entitled, *Rules and Standards: Licensing Non-Public Institutions to Conduct Postsecondary Degree Activity in North Carolina*. He made arrangements for inspection committees to examine institutions and prepared reports of committee findings for the Board of Governors. Another duty of Dr. Corey was to serve as staff officer to the Joint Committee on College Transfer Students. He assisted in editing five editions of their recommended *Policies of Senior Colleges and Universities Concerning Transfer Students from Two-Year Colleges in North Carolina* and several editions of the committee's *Guidelines for Transfer*. He also performed other editorial services for the various publications that were circulated in carrying out the provisions in the consent decree, *North Carolina v. Department of Education*.

When Dr. Thompson resigned to become chancellor at Winston-Salem State University, a search was made to fill his position, and Dr. Lloyd V. Hackley was persuaded to return from his position as chancellor of the University of Arkansas at Pine Bluff to assume the position, vice chancellor for student services and special programs, effective 1 October 1985. The resignation of Dr. Paul Marion to become director of the Arkansas Board of Higher Education and the transfer of Dr. Corey to the Division of Planning left two vacancies in the Division of Student Services and Special Programs. One of these was filled by Dr. George Antonelli, who received his Ph.D. from Southern Illinois University. Dr. Antonelli was named associate vice president for student services and special programs. He was previously dean of the Division of Education at the University of Arkansas at Pine Bluff and before that a member of the College of Education faculty at the University of North Carolina at Charlotte. The other vacancy was filled by Dr. Barbara Mann, who was appointed assistant

vice president for student services and special programs. She holds a Ph.D. from Florida State University and was formerly dean of student development at Western Carolina University.

Three of the assistants to the president came from the staff of the Consolidated University. Mr. Jay (James L., Jr.) Jenkins, who was in charge of public relations until he retired on 1 July 1982, was especially talented in writing and introduced the Board of Governor's *Newsletter* in 1977. It had been needed and suggested by many people and was successful in bringing information about the university to a wide audience. Mr. Richard H. Robinson, the legal assistant, soon found it necessary to obtain assistance because of the increasingly litigious environment into which higher education was suddenly thrust. In addition to Mr. David B. Edwards, Jr., who has already been mentioned, Mr. Jeffrey H. Orleans, a graduate of Yale University, was appointed special assistant in September 1975 and remained with the university until after the consent decree settling the dispute with OCR was issued. Ms. Elizabeth C. Bunting, a former assistant attorney general for North Carolina, was added to the staff on 1 November 1984. Dr. A. K. King, who retired as vice president for institutional studies in the Consolidated University, remained on a part-time basis and was responsible for relations with the Faculty Assembly, private colleges, and community colleges, and for special assignments.

In September 1973, Mr. R. D. McMillan, Jr., was appointed assistant to the president for governmental affairs. He was a graduate of the university of North Carolina at Chapel Hill, a naval officer in World War II, a former mayor of Red Springs, and a long-time representative from Robeson, Scotland, and Hoke Counties. In 1969 he was named state purchasing officer. He had also been a trustee of the Consolidated University. This was a particularly fortunate appointment. Mr. McMillan was not the usual lobbyist type. He was a legislative representative in the best sense of the term and could always be counted on to give a true representation of the university to the legislature and of the legislature to the university. The goodwill that he generated for the university was an important factor in its success over the next thirteen years.

After Mr. Jenkins retired, Mrs. Trudy Atkins was added to the staff, effective 1 September 1983, on an acting basis. She has performed her duties with much vitality and innovation. Mrs. Atkins revived the *Newsletter* and converted it to a quarterly which was especially useful in keeping the Board of Governors, the news media, and others informed about university affairs.

From time to time President Friday had special assistance for temporary assignments. Among these was Mr. Claude E. Caldwell who was associated with the university for two years beginning in September

1974. He made a thorough study of EPA-SPA classifications, which was later used to formulate policies for employees exempt from the Personnel Act.

One of the administrative problems that confronted the President and the Board of Governors was the continued expansion of the UNC-TV network after 1972.

Remote color equipment was first used in 1973 to present live coverage of the General Assembly. Regular coverage of the General Assembly began the following year, using special equipment assigned to the Legislative Building. In 1974, color cameras were installed in the studios at Chapel Hill and Raleigh, making an all-color schedule possible thereafter.

The system began to build a series of translators designed to pick up signals from transmitting stations and project them into problem areas in 1974. The first translators served the Tryon and Saluda areas. By 1981 a dozen translators were in operation in the mountain areas; however, these did not satisfy all of those who wanted to receive public television.

The Public Broadcasting Financing Act of 1975 and the Public Telecommunications Financing Act of 1978 renewed and broadened the federal commitment to support public radio and television. In the spring of 1977 the budget of UNC-TV was \$100,000 less than was needed. At that time, 80 percent of the \$2,300,000 budget came from the General Assembly and the rest from federal funds. To raise the needed \$100,000, the network made its first appeal to its viewers for money.

In 1977 the Select Committee of the North Carolina House of Representatives, chaired by Mr. Liston Ramsey, recommended appropriations for another expansion of transmission facilities. In the Phase 3 expansion, Channel 19 at Jacksonville was the first to be activated.

All of this growth at UNC-TV made the old organization system archaic and unworkable. With eight stations and three production studios in the mid-70s "the Network is a case study in decentralization" according to one news analyst. The network had to compete for control with its studios, which were answerable to their own campuses and not to UNC-TV. The result was much dissension among the campuses and studios. The situation developed to the point where, in 1977, legislation was introduced calling for a study directed toward the complete removal of the network from the university. President Friday and others succeeded in blocking the bill and some improvements began.

In 1978 Governor Hunt appointed a study commission to look into the problem. The North Carolina Task Force on Public Telecommunications, chaired by Mr. Herbert Hyde, recommended in April 1979 a sweeping reorganization of public television in North Carolina.

President Friday was a member of the Hyde Task Force and had succeeded in influencing the recommendations that were focused on two new agencies. First, the General Assembly authorized the establishment of a North Carolina Agency for Public Telecommunications, which did not include television. Second, it also authorized the University of North Carolina Center for Public Television. As was mentioned earlier, on 17 April 1980 the Committee on University Governance of the Board of Governors proposed a resolution officially activating the center effective 1 May. This included activating the Board of Trustees for the center, which had been stipulated in the act passed by the General Assembly. The Board of Governors had already appointed eleven members of the Board of Trustees, and other agencies had appointed their share. According to the resolution which was later incorporated into the by-laws of the trustees, "the Board of Trustees shall promote the sound development of The University of North Carolina Center for Public Television, helping it to serve the people of the State and aiding it to perform at a higher level of excellence in every area of endeavor."

On 11 January 1980 Mr. John W. Dunlop, director of the Vermont Educational Television Network since 1970, was elected director of the center by the Board of Governors. He is a native of New Jersey and a graduate of Auburn. Dr. George E. Bair, who had been director of UNC-Television, became assistant to the president for university telecommunications. Dr. Bair later became assistant to the chancellor of the University of North Carolina at Wilmington.

The members of the Board of Trustees for the center became active, and the center was reorganized by the consolidation of its work into the following four divisions: administration, programming, development, and engineering. The center was housed in the new annex to the General Administration Building; however, it set about planning for its own headquarters. The General Assembly of 1985 appropriated \$7,500,000 for the building, which will be located in the Research Triangle Park. Mr. Joseph M. Bryan made a gift of \$1 million to fund equipment for the new building.

President Friday wanted an agency of the faculty from which he could obtain advice. During the period of the Consolidated University, the Faculty Advisory Council had evolved from the six constituent institutions. He suggested to that council in April 1972, shortly after his election as president, that steps be taken to organize an advisory council from the sixteen constituent institutions. Delegates from all of the institutions gathered at North Carolina Agricultural and Technical University in Greensboro on 14 and 15 April. In a cooperative spirit, the delegates drew up a charter to be submitted to each of the institutions, which created a

Faculty Assembly of over forty members. It was proposed that the body be made up of elected faculty representatives, who would assemble four times during the academic year under their own elected officials and subject to their own by-laws, to consider matters of university-wide concern. Their recommendations were to be transmitted to the president on subjects that he presented to them for advice or that they chose to present to him.

In November 1972 the charter had been ratified by all sixteen institutions. Mr. John L. Sanders, who served as interim chairman at the meeting in Greensboro, called the group together in the General Administration Building on 2 December to organize. They agreed to a second meeting on 6 January 1973, at which Professor Henry C. Cooke of the Department of Mathematics, North Carolina State University, was elected the first chairman. He served until April 1974. During his administration, the Faculty Assembly advised the president and the Board of Governors on the completion of the *Code*. It also expressed interest in representation on the local boards of trustees. It established six committees that were concerned with academic freedom and tenure, the university budget, faculty welfare, university governance, university planning and programs, and professional development.

In 1974 Dr. Henry Ferrell, professor of history at East Carolina University, was elected chairman. During his administration, many improvements were made in the *Code*, especially the addition of a grievance procedure.

In April 1976 Dr. Vincent M. Foote, professor of product design at North Carolina State University, was elected chairman. During his administration, there was much discussion of the principle of merit raises contrasted with across-the-board raises for faculty. There was an attempt to reapportion the representation of the assembly, but it failed.

In April 1977 Dr. Roy Carroll, professor of history and chairman of the department at Appalachian State University, was elected chairman. During his term there was some discussion of the improvement of teacher training in English, the workload of faculty, and faculty development. Dr. Carroll was elected vice president for planning, and Dr. Helen M. Caldwell, professor of speech pathology at Elizabeth City State University, served until April 1979 when Dr. Shirley Browning, professor of economics at the University of North Carolina at Asheville, was elected chairman.

Dr. Browning was followed by Dr. Alan Hauser, professor of philosophy at Appalachian State University, who served for three years. During his administration there were resolutions criticizing the new health coverage plan and resolutions on the Board of Governors' policy concerning

the election of members of the university staff to the General Assembly and other political offices. There was also a suggestion that arbitration procedures be used to settle grievances, which was not received favorably by President Friday. In April 1984 Dr. James LeRoy Smith, professor of philosophy at East Carolina University, was elected chairman. During his administration the faculty was concerned especially with the procedure for the election of a new university president, and he and three of his colleagues were appointed by Chairman Philip G. Carson of the Board of Governors to serve on the Advisory Committee to the Search Committee for a president.

Over the years, President Friday and the Vice Presidents met regularly with one plenary session of the Faculty Assembly each time it came together. Members of the staff also met with committees of the Faculty Assembly. Dr. King represented the president on the executive committee of the assembly and was the liaison person between the president and the assembly from 1972 to 1986. This has been an effective agency for bringing the General Administration and the Board of Governors into communication with the sixteen faculties.

The assembly has emphasized frequently the unfavorable gap between real wages and the Consumer Price Index, as the latter has increased since 1967 from a base index of 100 to 328 in 1986. Since 1972, when the index stood at 125.3, the average salary for a full professor at the University of North Carolina at Chapel Hill, for example, has increased from \$25,200 to \$50,700. The average salary of a full professor at North Carolina Central University during the same period has increased from \$18,800 to \$40,000. These figures illustrate points that the Committee on Faculty Welfare has stressed from time to time.

The chairman of the Faculty Assembly regularly attended meetings of the Board of Governors and made a report to the Faculty Assembly. Each delegation to the Faculty Assembly made a report of the proceedings to the faculty that it represented. The affairs of the Faculty Assembly and its relationships with the president were conducted in the best parliamentary style and without any suggestion of confrontation.

The Chancellors, 1972–1986

THE Administrative Council was another advisory group that President Friday used throughout his administration. It was first suggested in the Cresap, McCormick and Paget management report in 1953. Throughout the period of the Consolidated University, it was composed of the chancellors, business managers, and senior staff. It met regularly, and all problems, issues, and matters of general interest to the university were explored by the group.

President Friday called a meeting of the chancellors shortly before 1 July 1972. The group was so large that he omitted the chief financial officers. The Advisory Council, composed of the sixteen chancellors and the senior staff in the General Administration Office, usually convened on the fourth Tuesday of every month (except August) for a session that seldom ran over two hours. The first few gatherings of this group were interesting studies in bewilderment. Six of the chancellors and all of the vice presidents were well acquainted with the way the council operated and with President Friday's collegial style. The other ten had no experience with a multicampus university. They had been accustomed to running their own institutions in accordance with a variety of practices and procedures. They found it difficult to engage in a discussion, the purpose of which was to consider the problems of a large organization made up of sixteen campuses. Some of the chancellors could not identify readily with institutions that differed markedly from their own. Furthermore, some of the chancellors were not even acquainted with their colleagues. It was not many months, however, before they realized that the Administrative Council existed for a constructive purpose, and tensions and suspicions slowly relaxed. As the *Code* was completed, they gradually accepted the new environment in which they found themselves.

The preparation of the first budget and the realization that they would be consulted on it and other matters of general concern made the body an increasingly valuable group for advisory purposes. It took no votes and enacted no legislation, but on important issues it usually arrived at a consensus.

Only two of the original chancellors were still members of the council at the end of fourteen years. Chancellor William H. Wagoner of Wilmington had seen his institution grow from 2,280 students in 1972 to 5,777 in 1985, and he had witnessed the growth of a beautiful new campus, as the University of Wilmington emerged as a Comprehensive University I institution. His colleagues respected him as the senior chancellor.

Chancellor Charles "A" Lyons, Jr., of Fayetteville State University, was the other member of the original group still remaining in 1985. He had seen his institution grow less rapidly from 1,643 in 1972 to 2,957 in 1985; however, the Fayetteville State campus had also undergone a transformation to Comprehensive University I status, and Chancellor Lyons could state with pride that his institution was the second oldest among the sixteen. In addition, he became a recognized leader among the heads of the traditionally black institutions of the nation.

Changes started occurring among the chancellors as early as 1973. The first one was perhaps the most painful, and this may have been influenced by the newness of the system. Western Carolina University, like all other institutions in the university, had experienced many changes as a result of legislative actions expanding and restructuring higher education. Its student body and its faculty had grown rapidly in the 1960s. It faced these changes by 1972 in a virtual vacuum of effective leadership. Long-time president, Paul A. Reid, retired shortly after the 1967 action that moved Western Carolina and three other senior colleges to regional university status. The new president, Dr. Alex S. Pow, suffered a disabling stroke the day after the General Assembly restructured higher education in October 1971. Mr. Frank H. Brown, Jr., the administrative vice president, served as acting president until June 1972, when Dr. Jack K. Carlton was named president. In July, Dr. Carlton became chancellor. The Board of Trustees of the institution had done him a disservice by rushing to elect him in June before the Board of Governors could assume authority. He was a native of Texas, held a B.S. degree from Centenary College, and the M.S. and Ph.D. in Chemistry from Louisiana State University. He had taught at the University of Arkansas, Georgia Tech, and Louisiana State University, and he had been dean of the Louisiana State University campus at New Orleans. Prior to his position at Western Carolina University, Dr. Carlton was president of Macon (Ga.) Junior College from 1967-1972. He had been the president of the small junior college from its inception. When he arrived at Western Carolina University, he was without any knowledge of the institution and without any acquaintances. Furthermore, he came to a university system that was in the early stage of its organization. The saga of his experience at Western Carolina is too long and involved to relate here.

Chancellor Carlton was confronted by a faculty composed of new-

comers and old, established comrades. He was resented by the latter because his coming had disturbed the plans of those who expected to take over the administration of the university. He was resented by the newcomers because of a decision respecting tenure and other administrative decisions that they considered threatening. Before long, the Board of Trustees of the institution received a petition signed by sixty-six tenured members of the faculty which noted that "a recent series of events during the administration of Dr. Carlton has convinced many experienced professors and administrators that his philosophy of administration and its application are incompatible with the traditions and welfare of this University." They asked the Board of Trustees to conduct a full investigation.

President Friday, acting under the *Code*, assumed jurisdiction and sent a delegation on two occasions to the campus to try to improve the situation. He sent one member of his staff to spend two weeks as a consultant to the faculty in revising the institution's faculty governance instrument with the hope that this might help stabilize the volatile situation. When it failed to improve, the chairman of the Board of Trustees with the approval of Chancellor Carlton asked for representatives of the Board of Governors and the president "to meet with the Trustees, Chancellor, faculty and staff of Western Carolina University to discuss the current situation." President Friday passed the request along to the Board of Governors. It authorized a Special Committee of Inquiry composed of Mr. William A. Johnson, chairman, Mrs. Virginia Lathrop, and Mr. Hugh Cannon.

In its report, the committee noted that Chancellor Carlton did not react sensitively to the insecurities and instabilities at Western Carolina University and that he "frequently manifested a bluntness in directness of manner and speech which was interpreted, variously, as either, at best, a very forthright, no nonsense approach or, at worse, a callous insensitivity to the feelings of some members of the academic community." The committee did not find the academic community entirely blameless.

It was specifically recommended by the committee "that the tendered resignation of the Chancellor be accepted, with regrets about the dynamics which have compelled this conclusion and with the genuine understanding of the severe difficulties which he faced during his tenure." They also recommended that an acting chancellor be appointed and that the attention of the academic community of Western Carolina "be directed to Section 502 of *The Code*." This section describes the powers and duties of the chancellor.

Dr. Carlton served temporarily on the staff of the General Administration and later accepted a position as academic vice president of Tennessee Technological University at Cookeville.

Dr. W. Hugh McEniry, vice chancellor for academic affairs at the Uni-

versity of North Carolina at Charlotte, was named acting chancellor of Western Carolina University, effective 10 September 1973. He was not a candidate for election as permanent chancellor. Dr. McEniry rendered a great service to the institution during the short period before he was forced to retire because of illness. The Board of Governors thanked him for his contribution "during a most difficult period." Dr. McEniry was one of the most highly respected administrators in the university, and his death in March 1974 was a great loss.

Mr. Frank H. Brown was again named acting chancellor of Western Carolina University. The Board of Trustees had already appointed a search committee to recommend a permanent chancellor. The committee and Board of Trustees moved expeditiously, and the president made a recommendation to the Board of Governors on 8 February 1974. It elected Dr. Harold F. Robinson chancellor, effective 1 June 1974. He was born in the mountains of North Carolina, in Mitchell County, and received his B.S. and M.S. from North Carolina State University and the Ph.D. from the University of Nebraska. An internationally known plant geneticist, he advanced through the ranks at North Carolina State University from 1943 to 1965 when he was made administrative dean of research. He became vice chancellor of Georgia's university system in 1968 and in 1971 became provost of Purdue University. He had served during World War II in the navy.

Chancellor Robinson's return to the state in 1974 to lead Western Carolina University was most fortunate. He proved to be the right man in the right place at the right time. Within a remarkably short period of time, discord had been dispelled and peace and harmony had returned to the institution. Over the next ten years, the campus was transformed from a drab and unattractive place to one of beauty. The academic quality of the institution underwent a similar transformation.

Chancellor Robinson retired in 1984 and was followed by Dr. Myron L. Coulter, president of Idaho State University, who had an impressive record at Indiana State Teachers College, Pennsylvania State University, and Western Michigan University. Chancellor Coulter held the master's and doctoral degrees from Indiana University. His record at Western Carolina University shows promise of continuing the progress achieved under his predecessor.

The restructuring act brought into the university as one of the sixteen constituent institutions the North Carolina School of the Arts. It had been established in Winston-Salem under controversial circumstances during Governor Terry Sanford's administration. There were supporters of the institution who would have preferred that it not be swept up in the large multicampus university. There were others who felt that its chances of survival were enhanced by association with the University of North

Carolina. The president of the institution, who became the chancellor after 1 July 1972, was Mr. Robert Ward, a native of Ohio and a graduate of the Julliard School. Chancellor Ward had won a Pulitzer prize in 1962 for his four-act opera, *The Crucible*, which was based on Arthur Miller's play. He found administration confining, and at the end of the 1972–73 academic year he asked for a leave of absence, and on 15 January 1974 he resigned to take, as he said, a "less time consuming position in the School." Mr. Martin Sokoloff, vice chancellor for administration, was designated Acting Chancellor.

A search committee made its nominations to President Friday, and on 8 March 1974 Mr. Robert Suderburg was elected chancellor of the school, effective 1 August 1974. He graduated from the University of Minnesota and held advanced degrees in music from Yale University and the University of Pennsylvania. He had won national recognition for his compositions and was, at the time of his appointment, professor of music at the University of Washington. In 1976, Chancellor Suderburg was granted a five-months leave to accept a Guggenheim Fellowship.

The School of Arts was small, with an enrollment of around five hundred college students and approximately two hundred high school students. It was not an easy institution to administer. By 1983 Chancellor Suderburg was eager to return to full-time composing. He asked for another leave of absence, which the Board of Trustees was glad to grant.

Dr. Lawrence E. Hart was appointed acting chancellor by President Friday in September 1983. He was a noted piano accompanist, had been chairman of the department of music at Iowa State University, and was the retired dean of the University of North Carolina at Greensboro School of Music. He gave competent leadership to the School of the Arts during 1983–1984.

Chancellor Suderburg resigned and after a search for a chancellor by the Board of Trustees, nominations were made to President Friday, and Dr. Jane Elizabeth Milley, who was dean of the School of Fine Arts of California State University at Long Beach, was elected on 27 July 1984. She was the first woman chancellor selected by the Board of Governors. Chancellor Milley is a native of Massachusetts and graduated from Boston University with a B.A. in music. She has an M.A. in music and a Ph.D. from Syracuse University. She taught music at Elmira College in New York and was assistant dean of humanities and fine arts at Sacramento City College. In 1980 she became assistant dean of the School of Fine Arts at California State University at Long Beach and in 1982 was appointed dean. Chancellor Milley is an accomplished pianist. The North Carolina School of the Arts appears to be flourishing under her leadership; however, it needs more students.

Dr. John T. Caldwell, chancellor of North Carolina State University,

remained in that position for sixteen years and in 1975 reached the age of retirement. During the first few years following 1972 he was especially effective in the Administrative Council with advice for and as a role model to those who had not been associated with a multicampus university. After his retirement he continued a connection with North Carolina State University and performed many valuable services both for the university and for the General Administration.

Dr. Jackson A. Rigney, professor of statistics and dean for international programs, was acting chancellor from 1 July to 31 December 1975.

In September 1975 Dr. Joab L. Thomas was chosen by the Board of Governors to succeed Dr. Caldwell as chancellor of North Carolina State University, effective 1 January 1976. Dr. Thomas had been professor of biology at the University of Alabama since 1961. During the previous ten years he had also been dean of students at that institution. Dr. Thomas held the A.B., M.A., and Ph.D. from Harvard University, where he had specialized in biology. He proved to be an effective administrator, and North Carolina State continued to grow during his administration. The growth, as in the preceding administration, was more in the field of the liberal arts rather than in the technological fields. Dr. Thomas was attracted to the University of Alabama where he was elected president in 1981.

Dr. Nash N. Winstead, provost and vice chancellor, served as acting chancellor until the election of Dr. Robert Bruce Poulton, who assumed office on 1 July 1982. Dr. Poulton received the B.S., M.S., and Ph.D. from Rutgers University and was an authority in the field of endocrinology. He held an assistant professorship at Rutgers and then went to the University of Maine, where he became chairman of the Department of Animal and Veterinary Science and later dean of the College of Life Sciences and Agriculture. He was named chancellor of the university system of New Hampshire in 1975. Chancellor Poulton was troubled by the low graduation rate of the football team at North Carolina State, and over the next three years, he experienced some of the difficulties that were shaking the foundation of intercollegiate athletics nationwide; by 1985, he had the support of his trustees and the confidence of his faculty in the course that he had pursued.

In 1977 Chancellor Kenneth R. Williams, who had been president of Winston-Salem State University from 1961 to 1972 and chancellor after restructuring, retired. He was a native of Virginia, a graduate of Morehouse College, and held the master's and doctorate from Boston University. Chancellor Williams was an ordained Baptist minister and a popular preacher in the Winston-Salem area for three decades. He had been professor of history and religion at Winston-Salem State University. The in-

stitution had been inadequately supported until after it became a part of the University of North Carolina. Chancellor Williams took advantage of the opportunities that he had to improve the institution, and it began to revive during the last few years of his tenure.

Dr. Harold Douglas Covington was elected to succeed Chancellor Williams and assumed office 1 July 1977. Prior to his appointment, Dr. Covington had been vice president for development at Tuskegee. He was a native of Winston-Salem and held the master's and doctoral degrees from Ohio State University. Chancellor Covington gave the institution a period of competent administration until he was persuaded by Alabama State University to assume the presidency of that institution in 1984. Dr. Haywood L. Wilson, Jr., vice chancellor for student affairs, was appointed acting chancellor by President Friday. A search committee was activated by the Board of Trustees, and Dr. Cleon F. Thompson, Jr., vice president for student services and special programs for the University of North Carolina General Administration since 1975, was elected by the Board of Governors in 1985.

Chancellor Dean W. Colvard of the University of North Carolina at Charlotte served in that position from 1966 until his retirement in 1978. The twelve years he spent at Charlotte were characterized by spectacular growth in enrollment from approximately 2,000 to over 8,700. The institution grew in physical plant, facilities, faculty, and programs to match the growth in enrollment. Few new institutions in the United States were as successful in such a short period of time in achieving maturity as the University of North Carolina at Charlotte. Dr. Colvard was ably assisted by Miss Bonnie E. Cone, former president of Charlotte College, who became the institution's vice-chancellor for student affairs. Her influence in the development of the institution was especially effective in community relations.

Dr. E. K. Fretwell, Jr., became chancellor of the University of North Carolina at Charlotte on 1 January 1979. He earned the A.B. degree from Wesleyan University, the M.A. from Harvard, and the Ph.D. from Columbia. For the previous twelve years, he had been president of Buffalo State University, a member of a multicampus system. Dr. Fretwell was a native of New York City, and as university dean for academic development at the City University of New York he had had further experience in a multicampus university system. Furthermore, he was well-acquainted with the problems that confront urban universities. Under his leadership, the University at Charlotte has continued to develop the kind of programs that are especially suited to the needs of an urban environment, and it has been instrumental in the promotion of a research park near the campus that joins the resources of business and education. By the fall of

1985, enrollment exceeded 10,800 which made it the fourth largest of the sixteen constituent institutions. Recently, the University of North Carolina at Charlotte received a high rating among institutions in its classification in the southeast.

Prior to 1972 Dr. Leo Jenkins had been president of East Carolina College (and University) since 1960. He continued as chancellor of East Carolina when it became one of the sixteen constituent institutions. Before coming to East Carolina College in 1947 as dean for instruction, he had been professor of political science at Montclair State Teachers College and assistant to the commissioner of higher education for New Jersey. At East Carolina he served as dean until 1955 when he became vice president. Dr. Jenkins, who was a native of New Jersey, received the B.S. degree from Rutgers, the M.A. from Columbia, and the Ed.D. from New York University. He served during World War II in the Marine Corps with distinction at Guadalcanal, Guam, and Iwo Jima.

Dr. Jenkins undertook the leadership of East Carolina University with the determination to make it indispensable to the people of eastern North Carolina. He was not a team player, and his tactics were overwhelming. He was an anomaly, a New Jersey yankee leading a charge of eastern North Carolinians against the Piedmont to recapture lost leadership. Dr. Jenkins worked with a singleness of purpose to accomplish his objectives, and when he retired in 1978, it was evident that his campaign had succeeded. He achieved university status for his institution in the face of opposition from the Board of Higher Education. He broadened and expanded the curriculum to match the status accorded to the institution. In the face of opposition from the restructured university, the medical profession, the accreditation authorities, and rival institutions, he won the political battle for a four-year medical school at East Carolina University. All the General Administration and Board of Governors could do was to make it a school of respectable quality. Dr. Jenkins did much of this by rallying the support of his faculty, his students, the citizens, and the political establishment of eastern North Carolina. To please the region, he even brought his people big-time athletics. When he retired, Dr. Jenkins was still a controversial person to many people, but, to his constituency, he was a hero and a hard act to follow.

Effective 1 July 1978, Dr. Thomas B. Brewer undertook the difficult task of succeeding Dr. Jenkins. Dr. Brewer had served as vice chancellor and dean of Texas Christian University since 1972. He received the B.A., M.A., and Ph.D. from the University of Pennsylvania. His specialty was United States business history. He had held teaching and administrative posts at the universities of Texas, Ohio, Iowa and Kentucky. Dr. Brewer came to East Carolina University from a private institution, with high

hopes and ambitious plans. He had never held an administrative post in a multicampus university and found the procedures of state-supported higher education difficult to master. During his first month as chancellor, he experienced a traumatic personal tragedy in the loss of a daughter in an automobile accident.

Chancellor Brewer fashioned for himself several problems that caused him difficulty. First, in a short time, he reorganized the administration that had brought the institution so much recognition, eliminating two vice-chancellors and creating two other vice-chancellor positions. During his brief tenure, nine deans retired, resigned or returned to teaching, and many department heads were replaced. Second, Chancellor Brewer's personal style was difficult for his associates to fathom. The chairman of the Board of Governors, Mr. John Jordan, said, "Part of his problem was that he had to follow Leo Jenkins, and he was just a different kind of man." Chancellor Brewer was an educator concerned with the university's internal affairs; Chancellor Jenkins was a key figure in regional and state politics and was always striving for the expansion of East Carolina University.

Finally, there were rumors that Chancellor Brewer was trying to find another job. In November 1980 the newspapers reported that he was one of the finalists for the presidency of the University of Louisville. A year later he was criticized by some trustees of the institution for not notifying them that he was a candidate for the presidency of West Virginia University. Chancellor Brewer resigned in the face of the criticism and accepted a post as vice president of an institution in Georgia. Probably anyone who had accepted the position in 1978 would have had great difficulty following a dynamic and driving chancellor who had become a legend in his own time.

President Friday asked Dr. John M. Howell to serve as acting chancellor on 8 January 1982. Dr. Howell was a wise, low-key, effective chancellor who was thoroughly comfortable in the office from the moment he began to act. The usual search for a chancellor was made and other candidates were interviewed, but there was little question as to the choice from the beginning. Dr. Howell was elected chancellor of East Carolina University on 14 May 1982. He was a native of Alabama and received both the B.A. and M.A. degrees from the University of Alabama. In 1954 he received his Ph.D. in political science from Duke University. He had served in the U.S. Army Air Force during World War II, receiving a bronze star. Dr. Howell taught at Memphis State University and Sweet Briar College before going to East Carolina University in 1957. He had served as chairman of the department of political science, dean of the College of Arts and Sciences, dean of the graduate school, and as provost and vice-chancellor for academic affairs. The latter post he had left in

1979. The university continued to grow under his quiet and effective leadership, and the medical school reached its full potential by 1986. His only difficulties came from the problems of big-time athletics that were plaguing many other American universities.

Chancellor James S. Ferguson retired in 1979 to return to the classroom. He had been associated with the University of North Carolina at Greensboro since 1962 and was one of the most respected and beloved persons who served the institution throughout its entire history. He managed to convert it from a Woman's College to a multipurpose university serving all qualified students and still retain the goodwill of a large number of alumnae who resented the change. He also was able to maintain the quality and distinction of the liberal arts program that had been the hallmark of the institution for many years. The students who had the privilege of studying with him during the next few years were fortunate and remember him as a master teacher. Dr. Ferguson died in 1984, and the university lost one of its distinguished builders.

Dr. William E. Moran was elected chancellor of the University of North Carolina at Greensboro in April 1979, and assumed office on 1 August. He had been chancellor of the University of Michigan at Flint for eight years and prior to that had served as assistant to the president of the State University of New York at Stony Brook. Dr. Moran received his A.B. at Princeton, his M.A. at Harvard, and his Ph.D. at the University of Michigan. He has continued the development of the university and has completed a successful fund raising campaign since assuming office. The institution has not increased its enrollment significantly in recent years; however, it has succeeded in maintaining its reputation as a good liberal arts institution. It is thought by some people that it is handicapped by the lack of a major athletic program. There are others who look upon this as an advantage.

Chancellor Herbert Wey reached the age of retirement in 1979 and retired from his post at Appalachian State University where he had been first president and then chancellor since 1969. He received the B.S. degree from Indiana State College and the M.S. and Ed.D. degrees from Indiana University. Dr. Wey came to Boone in 1937 from Indiana to teach mathematics and physics at the Appalachian State Teachers College Demonstration High School. By 1953, when he left to join the staff of the University of Miami (Florida), he was head of the Education Department. He came back to Appalachian State Teachers College in 1955 as head of the graduate school but returned two years later to Miami. During his administration the institution experienced continued rapid growth in enrollment, curriculum, and physical facilities.

Dr. John E. Thomas succeeded Dr. Wey as Chancellor of Appalachian

State University on 1 July 1979. He had been vice chancellor for academic affairs since 1974. Dr. Thomas was a native of Texas. He held a bachelor's degree in electrical engineering, a J.D. in law, and the master's and doctoral degrees in business administration. Prior to coming to Appalachian, he had been department head and dean at East Texas State University. Under his leadership the institution has continued to grow both in quality and in enrollment. Following the example set by Chancellor Wey, he has continued to place emphasis on extension and other outreach types of programs. The development around Appalachian State University has made it a popular and attractive place to live, and the presence of the Conference Center on the campus has drawn many people to the area.

Chancellor English E. Jones retired from Pembroke State University in 1979. The son of a Robeson County tenant farmer and a member of the Lumbee Indian community, Chancellor Jones graduated from high school at the top of his class, and was president of his class, captain of all the athletic teams, and president of the Future Farmers of America before he went off to war. He entered Western Kentucky University after service in World War II and graduated with a degree in agriculture. Later he earned the master's degree from North Carolina State University.

Chancellor Jones taught in the North Carolina public schools and worked with the North Carolina State University Extension Service. In 1956 he became assistant professor of agriculture at Pembroke and advanced through the ranks to president and then chancellor. He was the first Indian to head a four-year American college. The influence of Chancellor Jones on his institution and his community marked him as one of the most remarkable persons in North Carolina. Pembroke State University, during the time he served the institution, grew from a small predominantly Indian college of less than 400 students to a multipurpose institution enrolling more than 2,200 students, about 66 percent of whom were white, about 20 percent Indian, and the remainder black. When he died at age 59 in 1981, he was universally mourned and is remembered as one who brought about an awakening in his native community.

A search committee struggled to find a successor to Chancellor Jones. There was sentiment in the area for an Indian. The committee came up with two Indians who represented rival groups. It also nominated a third person who was white. After long deliberation and a thorough investigation, President Friday recommended the third nominee, Dr. Paul Givens, who was elected by the board in May 1979, effective 1 July. Dr. Givens received his B.A. and M.A. degrees from George Peabody College and his Ph.D. in psychology from Vanderbilt University. He had served as professor and department chairman at Birmingham-Southern College and at the University of South Florida. For a time, he had been dean and

director of institutional research at Ithaca College in New York. For the previous seven years, Dr. Givens had been vice president for academic affairs at Millikin University in Illinois. His credentials were so convincing that he was accepted by the academic community immediately. Under Chancellor Givens's leadership Pembroke had its largest enrollment in the fall of 1985; furthermore, he has succeeded in improving the academic standards, the physical facilities, and the quality of life in the institution.

Chancellor N. Ferebee Taylor of the University of North Carolina at Chapel Hill assumed office in 1972, and continued until his resignation in 1980 following a serious illness. His administration covered the period of severe inflation and also the struggle between the university and OCR. Chancellor Taylor was considered to be austere and formal in his administrative style; however, he was an effective leader of the university at Chapel Hill and directed his effort toward preserving the position of the flagship campus in the academic world. This concern was thought by some of his colleagues to affect his potential for leadership in the Administrative Council. Chancellor Taylor succeeded in improving the quality of the university during his administration. It continued to be recognized as a leader among American universities and to increase its standing among its peers. The plans for a great library that was completed during the next administration was probably his most significant achievement. Chancellor Taylor recovered his health and joined the faculty of the School of Law where he soon achieved distinction as a master teacher.

The search committee that was appointed to find a successor to Chancellor Taylor presented President Friday with several alternatives that led him to nominate Dr. Christopher C. Fordham III, a brilliant medical administrator who was elected in February 1980, effective 1 March. Dr. Fordham is a native of Greensboro, North Carolina, and attended the university at Chapel Hill where he completed the two-year program in medicine in 1949. In 1951 he graduated from the Harvard Medical School and, after an internship and residency and service in the U.S. Air Force, he joined the faculty of the University of North Carolina School of Medicine in 1958. He advanced to the position of associate dean and left Chapel Hill in 1969 to become vice president for medicine and dean of the School of Medicine at the Medical College of Georgia at Augusta. He returned to Chapel Hill in 1971 and, at the time of his election as chancellor, was vice-chancellor for health affairs and dean of the School of Medicine. He proved to be a popular chancellor and quickly demonstrated that his talent for administration was not confined to the field of medicine. He shares a special trait with his predecessor—that of great concern for the standing of the University of North Carolina at Chapel Hill in the academic world and for its ability to secure the resources to maintain that standing.

The university at Chapel Hill deliberately curtailed its growth in numbers during the entire period after restructuring in the interest of maintaining quality, and it experienced no difficulty in admitting superior students. One spectacular change that occurred during this period was in the composition of the student body which moved from about 36 percent women to about 57 percent. There was a significant increase in the number of black students enrolled during the decade 1975-1985. Chancellor Fordham also experienced a severe illness, but he was able to recover, and with a capable administrative staff the university continues to improve in both quality and facilities. During his administration two of the largest public buildings ever constructed in North Carolina have been dedicated on the campus: the Walter R. Davis Library, which cost over 23 million dollars and the Dean E. Smith Student Activities Center, which cost over 33 million dollars.

Chancellor Lewis C. Dowdy of North Carolina Agricultural and Technical State University retired from that position on 30 June 1981 and received a one-year leave of absence. He sought the leave for reasons of health and to prepare to resume a full-time faculty position as professor of education. Dr. Dowdy received his bachelor's degree from Allen University in Columbia, South Carolina, and he received the degree, Doctor of Education, from Indiana University. He joined the faculty of North Carolina Agricultural and Technical State University in 1951 and became president in 1964 and then chancellor after 1972. As head of the institution, he supervised its transition from a college of about 3,000 enrollment to a university with an enrollment of 5,500. Dr. Dowdy was the first black to become president of the National Association of State Universities and Land Grant Colleges and the first to head the President's Council of that association.

In April 1980 the state auditor, Henry Bridges, made several criticisms about the financial management of North Carolina Agricultural and Technical State University. A deluge of federal and corporate funds had come to the institution a decade previously when it was not equipped to handle the funds. Its antiquated bookkeeping methods, where many files and records were kept by hand, made the accounts difficult to audit. In May the Board of Governors employed two consultants to review the institution's finances and the institution itself employed an accounting firm from Durham. Even before the April 1980 audit, Chancellor Dowdy had found it necessary to remove two vice-chancellors for financial affairs in succession.

Dr. Cleon Thompson, vice president for student services and special programs in the General Administration, was appointed acting chancellor by President Friday beginning 1 November 1980, while a search committee was looking for a permanent chancellor. When Dr. Thompson com-

pleted his assignment, the Board of Governors adopted a resolution praising his work, in which it stated, "Dr. Thompson calmed the fears, created hope and moved the work of the institution forward," and it continued, "those with whom he was associated quickly came to see that he was a person of fairness and high principle. He did everything with grace and good humor. He served the University and the State well during a very difficult period."

On the recommendation of President Friday, Dr. Edward B. Fort was elected chancellor of North Carolina Agricultural and Technical State University on 12 June 1981. Prior to this, he had been chancellor of the University of Wisconsin Center System, composed of fourteen two-year colleges. He was a native of Michigan and received both the B.A. and M.A. degrees from Wayne State University and the Ph.D. in educational administration from the University of California at Berkeley. Dr. Fort had also been superintendent of the Sacramento Unified School District, which had 50,000 students, a faculty of over 1,000 and a budget of \$65 million. He had served as visiting professor of education in a number of universities.

Chancellor Fort went about his assignment with energy and thoroughness; however, the institution continued to be plagued with fiscal problems that were criticized by state auditor Edward Renfro. The press began to criticize the Board of Governors for not taking a more active part in untangling the institution's financial records. Finally, in April 1984, Mr. Bryant Deaton, assistant vice president for finance in the General Administration, was assigned to work full-time on the campus to bring the institution's financial records up to date and to install a new computerized system. President Friday reported, "He is there to get the whole thing straightened out. We did this because it was time for this office to take steps to resolve these matters." A year later, the state auditor gave the institution's financial records a clean bill of health. The audit released in September 1985 stated, "This is the first report we've issued at A & T since I've been auditor that we didn't take exception to how they were handling things . . . They've clearly turned the corner and it should be smooth sailing from now on."

The Board of Governors adopted a resolution on 13 May 1983 honoring Chancellor Marion Dennis Thorpe of Elizabeth City State University. Chancellor Thorpe had died in April. He served first as president of Elizabeth City State College beginning in 1968 and then as chancellor in 1972. He was a native of Durham and held the bachelor's and master's degrees from North Carolina Central University. In 1961 he received the Ph.D. from Michigan State University. He had served four years between 1952 and 1956 in the U.S. Air Force. He was field operations director for

the Youth Corps Program for four years after receiving his doctorate and returned to North Carolina in 1966 to the position of assistant director of the State Board of Higher Education. In 1967 he became vice president of Central State University in Ohio and returned from that position to assume the presidency of Elizabeth City State College. During the sixteen years of his administration, Elizabeth City State experienced a complete transformation. Under his leadership the quality of the student body, the curriculum, and the facilities were greatly improved. He entered actively into the civic affairs of northeastern North Carolina and was recognized as one of the respected leaders of higher education in the state. The institution at Elizabeth City and the University of North Carolina lost one of its most talented leaders in the untimely death of Chancellor Thorpe.

President Friday named Vice-Chancellor Jimmy R. Jenkins Acting Chancellor, and, following an extensive search, Dr. Jenkins was named chancellor by the Board of Governors on 14 October 1983. He is an alumnus of Elizabeth City State University where he received the bachelor of science degree in biology. He received the master of science in biology and the doctorate in science education from Purdue University. Dr. Jenkins's first teaching experience was in high-school biology. He was a teaching assistant and graduate research assistant at Purdue University until he returned to Elizabeth City State as assistant academic dean and assistant professor of biology in 1972. In 1977 he became vice-chancellor for academic affairs and dean of the faculty. He has a number of publications to his credit in the field of biology and science education. The most significant development of his administration has been the location of a graduate center at Elizabeth City State University that provides instruction for teachers in that area with faculty drawn from the University of North Carolina at Chapel Hill, East Carolina University, and North Carolina State University.

Dr. Albert N. Whiting, president of North Carolina Central University beginning in 1967 and then chancellor after 1972, reached the age of retirement in 1983. He was a native of New Jersey, a graduate of Amherst College, a sociologist by training, and had taught and held administrative positions at Bennett College, Atlanta University, Morris Brown College, and Morgan State College. He found it difficult to adjust to the environment of a multicampus university and wrote articles and made speeches that reflected his aversion for the change. He was commended for the expansion that occurred during his administration, which included a new physical education complex, expansion of the library, a communications building, and the law-school building; however, North Carolina Central University had some serious problems. The law school was on probation by the American Bar Association for six years, and the failing rate of law-

school graduates was excessive. The graduates of the nursing program also had a large number of failures. There was difficulty with a poor system of record keeping for student aid, and there were complaints that the administrative structure of the institutions had become rigid and authoritarian.

The Search Committee that advised the Board of Trustees did not succeed in locating candidates who were acceptable to the faculty of North Carolina Central. Two persons were nominated to President Friday, but after receiving the reaction of the faculty, he did not recommend either to the Board of Governors. To allow dissension to subside, he named Dr. LeRoy T. Walker acting chancellor and requested the Board of Trustees to make a new search for a permanent chancellor.

Dr. Walker was one of the most highly respected coaches in the nation. He had chaired the U.S. Olympic Committee. He had coached the U.S. track and field Olympic team and had assisted numerous national teams who represented their countries in Olympic competition. His international reputation was that of a coach, but Dr. Walker was much more. He had a Ph.D. from New York University; he had been director of programming, planning and training for the Peace Corps; and for almost forty years he had been coach and professor at North Carolina Central. During this period he had served as chairman of the Physical Education Department and for ten years as vice-chancellor for university relations. Chancellor Walker was a talented public speaker and, despite his age, a person of unusual vigor. The institution was so inspired that he continued to lead it for the next two years, and the Board of Governors honored him by selecting him chancellor retroactive to the beginning of his appointment.

A new search committee went to work and made a recommendation to the North Carolina Central University Board of Trustees that was presented to President Friday. He found among the persons recommended an attractive and energetic new leader who had emerged on the campus. Dr. Tyronza R. Richmond, dean of the School of Business and professor of decision sciences and computer information systems, was elected effective 1 July 1986. This time there was consensus among the faculty that the right choice had been made. Dr. Richmond is a native of Memphis, Tennessee. He received a bachelor of arts in mathematics at Fisk University, a master of arts from the American University in Washington, D.C., and a Ph.D. in operations research from Purdue University. He has served on the faculty of Syracuse University and Howard University. At the latter institution he was associate dean of the School of Business Administration before coming to North Carolina Central University in 1977.

Chancellor William E. Highsmith of the University of North Carolina at Asheville announced in 1983 his desire to retire on 30 June 1984. He had had a successful career for twenty-one years as president of Asheville-Biltmore College from 1962 to 1969 and as chancellor since then. The solid academic program for which he had been responsible at Asheville was respected by his colleagues. In the fall of 1977 Dr. Arnold K. King, assistant to the president, served as acting chancellor while Chancellor Highsmith was on leave because of illness.

A committee was appointed to assist in locating a successor to Dr. Highsmith. The members of the Board of Trustees and the leaders in the Asheville area emphasized that they wanted a chancellor who could bring the University of North Carolina at Asheville and its qualities more clearly into state and national prominence. President Friday found among those recommended to him one who seemed to meet their demands. He recommended to the Board of Governors Dr. David Brown, an eminent economist and authority on the American college presidency, who was elected to take office on 1 July 1984. Dr. Brown is a native of Chicago, a graduate of Denison University in Ohio, and has his master's and Ph.D. in economics from Princeton. He taught economics at the University of North Carolina at Chapel Hill and left in 1966 to become provost of Drake University. Afterwards, he was executive vice president of Miami University (Ohio) and, for a brief period, president of Transylvania University in Lexington, Kentucky. The year before he was chosen chancellor, he worked with Dr. Clark Kerr and Dr. David Riesman, the Harvard sociologist, on a study of the American college presidency for the Association of Governing Boards. Dr. Brown is the author of several books and numerous articles. He went to work at once to establish the University of North Carolina at Asheville as a partner to be admired among the sixteen constituent institutions.

On 1 July 1972 there were ten former presidents of institutions merged into the University of North Carolina and six chancellors of the former Consolidated University who were entitled by chapter 1244, section 18 of the 1971 Session Laws, to continue as chancellors of their respective institutions. Fourteen years later, on 1 July 1986, two of the original group were still at their posts. Eight had retired at or near age sixty-five. Two had retired because of illness, one of whom died within two years. Two left office under stressful circumstances. One left office to return to teaching and creative activity. One died in office.

The Board of Governors, on recommendation of the president, elected over the intervening years twenty persons to the office of chancellor. Nineteen were selected from panels nominated to the president by the several boards of trustees. The exception had served as acting chancellor

with distinction and was given the title toward the end of his term. Of the remaining nineteen, fourteen are still at their posts, two left under stressful circumstances, two resigned to accept university presidencies, and one reached the age of retirement.

The chancellor, in accordance with G.S. 116-34(a), "shall be the administrative and executive head of an institution and shall exercise complete executive authority therein, subject to the direction of the President." The Board of Governors in its "Delegations of Duty and Authority to Boards of Trustees" gives boards of trustees functions that could cause a chancellor to ask "to whom should I look for direction?" If there have been jurisdictional problems because of apparent ambiguities, they have not been recorded. The statute reads, "subject to the direction of the President." That is the rock on which everyone has been content to stand for fourteen years.

There has been some criticism of the provision in the statute that requires the president to nominate to the Board of Governors one person for chancellor "from a list of not fewer than two names recommended by the institutional Board of Trustees." A procedure has been included in the *Code* to guide boards of trustees in establishing a search committee and letting the president interview all of the finalists before any names are presented to him. This procedure has been followed twenty times with the chairman of the board as chairman of a search committee that includes board members, faculty, students, and alumni.

The president has usually briefed the committee at the beginning of its search, and he has seen the finalists; however, the procedure does not give him and his advisors a positive role in the selection process. The president can either veto or agree when he receives the nominees. This has worked with only moderate success. There has been one real confrontation, and there have been several close calls. There may even have been some mistakes. Many persons believe that selecting a chancellor is the most important single function of the president and the Board of Governors.

The Board of Governors, 1972–1986

THE provisions of the restructuring act that applied to the organization and operation of the Board of Governors have already been discussed. Most of the important issues that have confronted the board and the way those issues have been handled have also been discussed; however, little attention has been given to the actual procedures that the board has gradually evolved for carrying on its work, and no attention has been given to the numerous changes that have occurred in the membership and the leadership of the board since 1972.

Perhaps the most persistent policy of the board since its first meeting as the Planning Committee has been the determination that each member be personally informed on each issue and involved in dealing with it. One of the criticisms of the Board of Trustees of the Consolidated University concerned its practice of delegating many important decisions to its executive committee. Members of the Board of Governors were adamant in their determination not to have a powerful executive committee.

The Board of Governors is required by statute to meet at least six times annually. Actually, it has met at least ten times every year because of the volume of business and the determination of members of the board to be personally involved. It required seven years for the board to perfect its committee structure, and in recent years the committees have functioned smoothly. All committees are open except when dealing with matters that permit an executive session under the open meetings act. The *Code* provides that all committee meetings are open to all members of the board. A regulation governing the agenda for board meetings requires adequate notice and full information on all matters to come before the board for action. The board has acquired a smooth and predictable procedure for conducting its business. There have been occasional debates over such issues as the dispute with the Office of Civil Rights, the East Carolina Medical School, aid to private colleges, the North Carolina State University School of Veterinary Medicine, salary ranges for administra-

tive officers, the overenrollment of some campuses, the pressures and tensions created by big-time athletics, changes and additions to appropriation priorities by the General Assembly, the failure rate on the State Bar examination and the State Board of Nursing examination and other issues, but these debates were not acrimonious or divisive.

The operation of the Board of Governors has been greatly facilitated over the years by the organizational ability of Mr. John P. Kennedy, Jr., secretary of the university. Mr. Kennedy was assisted by Dr. Neal K. Cheek from 1 July 1973 until 24 June 1979. Dr. Edward W. Crowe became assistant secretary on 1 May 1980. Since July 1979 Mrs. Frances Hope has been assistant secretary of the board and responsible for the minutes. The staff of the secretary is responsible for arranging meetings of the board, sending out the agenda and information concerning matters to come before the board. They arrange for the new members of the board to visit all of the sixteen campuses of the university. Periodic meetings of a conference of boards of trustees and members of the Board of Governors are arranged at various locations across the state. The staff also makes arrangements for the board to entertain retiring members of the sixteen faculties at the May meeting of the board each year, and they do all the staff work necessary for making the O. Max Gardner Award at the May meeting. Mr. Kennedy is the liaison between the Board of Governors and the various boards of trustees and notifies the boards of trustees of members that have been elected by the Board of Governors. With unassuming anonymity, Mr. Kennedy has handled the large number of details for which he is responsible so effectively that few persons recognize the source of the civil and gracious conduct with which the affairs of the board are discharged.

The thirty-two members of the Board of Governors were divided into four classes of eight members each who were elected for staggered terms of eight years beginning with the first elected class on 1 July 1973.

G.S. 116-6(e) provides that: "Of the eight members elected every two years, at least one shall be a woman, at least one other member shall be a member of a minority race, and at least one other member shall be a member of the political party to which the largest minority of the members of the General Assembly belong."

G.S. 116-7(b) imposes the following restriction on membership on the Board of Governors: "no member of the General Assembly or officer or employee of the State or of any constituent institution or spouse of any such member, officer or employee may be a member of the Board of Governors."

In G.S. 116-7(a), the following special qualifications are stipulated for selection of members of the Board of Governors: "All members of the

Board of Governors shall be selected for their interest in, and their ability to contribute to the fulfillment of, the purposes of the Board of Governors, and all members shall be deemed members-at-large, charged with the responsibility of serving the best interests of the whole State. In electing members, the objective shall be to obtain the services of the best qualified citizens of the State, taking into consideration the need for representation on the Board by the different races, sexes and political parties."

At the Quail Roost meeting of the Planning Committee on 4 and 5 January 1972, the representatives from the sixteen institutions who were to constitute the first Board of Governors divided themselves by lot into four classes of eight each to be replaced successively by election of the General Assembly in 1973, 1975, 1977 and 1979. Since 1972, seventy-one persons have served on the Board of Governors. There have been seven elected classes, and since 1 July 1979 all members of the board have been elected by the General Assembly. Thirty-two of these, representing the classes of 1987, 1989, 1991 and 1993, were active in 1986. Twenty who had stood for reelection had been defeated; twelve had resigned before completing their terms; five had voluntarily retired at the end of their terms; and two had died in office. Seventeen persons had been reelected once, and five had been reelected twice. Nine of the original members were on the board in 1986.

The General Assembly of 1973 elected members of the Board of Governors for the class of 1981. Mr. Arch T. Allen, Dr. Andrew Best, Mrs. Emily H. Preyer, and Mr. E. J. Whitmire were defeated. Mr. C. H. Larkin, Sr., did not seek reelection. Those reelected were: Mr. Hugh Cannon; Mr. Thomas J. White, Jr., for a short term replacing Mr. Howard C. Barnhill of the class of 1977 who resigned to accept a state appointment; and Mr. George M. Wood, who had been appointed by Governor Scott to replace Mr. Ike Andrews after he resigned following his election to the U.S. Congress. New members elected were Mrs. Julia T. Morton (woman category) and Messrs. Philip G. Carson, T. Worth Coltrane (minority party), Luther H. Hodges, Jr., David J. Whichard II, and John W. Winters (minority race). Only two of the original members carried over to the class of 1981, and the six new members were notable for their future contributions to the board. This first election established the precedent that most candidates had to campaign in the General Assembly and have influential sponsors if they had a chance to be elected. It had been expected that the position would seek the person, but this did not develop. Many qualified citizens refuse to engage in the political campaigning that is necessary to win a seat on the board.

At the first meeting of the board on 7 July 1972 Governor Scott presided and Mr. Arch T. Allen served as secretary. At that meeting, Mr.

William A. Dees, Jr., was elected vice chairman of the board and Mr. Howard C. Barnhill, secretary; both were uncontested. On 10 November Mr. Dees was elected chairman to replace Governor Scott whose term ended before the next meeting, and Mr. W. Earl Britt was elected vice-chairman; both were also uncontested. Mr. Barnhill resigned as secretary, and on 13 July 1973 Mr. Louis T. Randolph was elected unanimously to replace him. On 12 July 1974 the three officers, Messrs. Dees, Britt and Randolph, were reelected unanimously for a second term of two years.

The General Assembly of 1975 elected the Board of Governors' class of 1983. Messrs. Clark Brown, Lenox G. Cooper, and W. W. Taylor, Jr., were defeated for reelection. Mr. William B. Rankin did not seek reelection. Mrs. Adelaide F. Holderness (woman category) and Messrs. John R. Jordan, Jr., J. Aaron Prevost and Louis T. Randolph (minority race) were reelected. New members elected were Messrs. Irwin Belk, Wayne A. Corpening, Daniel C. Gunter, Jr., and Harley F. Shuford, Jr. (minority party).

On 9 July 1976 Mr. William A. Johnson was elected chairman of the Board of Governors; Mrs. Adelaide F. Holderness, vice chairman; and Dr. E. B. Turner, secretary; all three were uncontested.

The General Assembly of 1977 elected the class of 1985. Mr. Robert B. Jordan III resigned 23 November 1976 after being elected to the state senate. Dr. Wallace Hyde and Messrs. Victor S. Bryant and Thomas J. White, Jr., who had replaced Mr. Barnhill, were all defeated. Mr. George Watts Hill was elected to the class of 1981 to replace Mr. George M. Wood who had resigned to run for nomination for governor in the primary of the Democratic Party. Mrs. Betty McCain (woman category), who had replaced Mrs. Virginia Lathrop (deceased 1 December 1974), and Messrs. Reginald F. McCoy and Maceo A. Sloan (minority race) were reelected. Those elected for the first time were Messrs. F. P. Bodenheimer, Laurence A. Cobb (minority party), Charles Z. Flack, Jr., James E. Holmes, and W. D. Mills.

On 14 July 1978 Mr. William A. Johnson, chairman; Mrs. Adelaide F. Holderness, vice-chairman; and Dr. E. B. Turner, secretary, were all reelected without a contest.

The General Assembly of 1979 elected the 1987 class of the Board of Governors. Dr. Hugh S. Daniel, Jr., did not stand for reelection. Mrs. Elise R. Wilson and Mrs. Kathleen K. Crosby, who had been appointed on 9 September 1977 by Chairman Johnson under the terms of G.S. 116-7(c) to replace Mr. Julius L. Chambers (resigned on 22 August 1977), were defeated. The following were reelected: Messrs. William A. Dees, Jr.; Jacob H. Froelich, Jr.; Robert L. Jones, who had replaced Mr. W. Earl Britt when he resigned (30 June 1975); and Dr. E. B. Turner (mi-

nority race). The following new members were elected: Mrs. Grace Epps (woman category), Mr. B. Irwin Boyle, and Governor James E. Houshouer, Jr. (minority party).

On 11 July 1980 Mr. John R. Jordan, Jr., was elected chairman of the Board of Governors; Mrs. Julia T. Morton, vice-chairman; and Mr. Louis T. Randolph, secretary; all were uncontested.

The General Assembly of 1981 elected the 1989 class of the Board of Governors. Mr. George Watts Hill, who had been elected in 1977 to complete the term of Mr. George M. Wood, chose not to stand for reelection. Mr. Hugh Cannon, Mr. T. Worth Coltrane, and Mr. Jack O'Kelley were defeated. Mr. O'Kelley was elected in April 1979 to replace Mr. J. J. Sansom, Jr., who had been elected in July 1975 to replace Mr. John W. Winters. The latter was elected to the North Carolina State Senate in November 1974. Mr. Sansom was appointed to the State Banking Commission in October 1977. He contended that he could serve on both the Board of Governors and the Banking Commission. The matter was in litigation until 1979 when the North Carolina Court of Appeals ruled against him [*Sansom v. Johnson*, 39 N.C. App. 682, 251 S.E. 2d 629 (1979)]. The following were reelected: Mrs. Geneva J. Bowe (minority race) who had been appointed on 12 September 1980 by Chairman John R. Jordan, Jr., under terms of G.S. 116-7(c) to replace Mr. Luther H. Hodges, Jr. (resigned on 27 June 1979, to accept appointment as undersecretary of the U.S. Department of Commerce); Mr. Philip G. Carson; Mrs. Julia T. Morton (woman category); and Mr. David J. Whichard II. New members elected were: Messrs. Walter R. Davis, R. Phillip Haire, Asa T. Spaulding, Jr. (minority party), and William K. Woltz.

On 30 July 1982 Mr. John R. Jordan, Jr., chairman, Mrs. Julia T. Morton, vice-chairman, and Mr. Louis T. Randolph, secretary, were all reelected without opposition.

The legislature of 1983 elected the class of 1991. Mr. Harley F. Shuford, Jr., did not stand for reelection. Mr. Daniel C. Gunter, Jr., and Mrs. Adelaide F. Holderness were defeated. The following were reelected: Messrs. Irwin Belk, Wayne A. Corpening, John R. Jordan, Jr., J. Aaron Prevost, and Louis T. Randolph (minority race). New members elected were: Dr. James E. Danieley (minority party), Mrs. Joan S. Fox (woman category), and Mr. Samuel H. Poole.

The General Assembly of 1985 elected the class of 1993. Messrs. F. P. Bodenheimer, John E. Davenport, and James E. Holmes were defeated for reelection. Mr. Davenport had been elected in April 1979 to fill the unexpired term of Mr. William D. Mills, who was elected to the North Carolina State Senate in November 1978. Mr. Laurence A. Cobb, whose term ended in 1985, was elected to the North Carolina Senate in November

1984. Those reelected were: Messrs. Charles Z. Flack, Jr., Reginald F. McCoy, and Maceo A. Sloan (minority race); also, Mrs. Martha McNair (woman category) was appointed by Chairman John R. Jordan, Jr., on 12 February 1981 under terms of G.S. 116-7(c) to fill the vacancy of Mrs. Betty McCain, who was appointed to the Advisory Budget Commission on 6 February 1981, and Mrs. McNair was subsequently elected by the legislature of 1981. The new members elected were Messrs. Roderick D. Adams, John A. Garwood (minority party), and D. Samuel Neill.

The review of changes in the membership of the Board of Governors presented above indicates a steady trend from the old leaders to a new generation. The General Assembly within a decade defeated thirteen of those who served on the Planning Committee in 1972. Nine others resigned or retired and one died. All members of the original group were entitled to serve two eight-year elected terms. This meant that anyone on the Planning Committee who drew a term ending in 1973 served one year and then was eligible to serve sixteen elected years. In 1986, no member of the original class of 1973 was still serving on the board. Three members of the class of 1975, Messrs. John R. Jordan, Jr., J. Aaron Prevost, and Louis T. Randolph, were serving final terms on the board at the end of which they would have had nineteen years. Two members of the class of 1977, Mr. Reginald F. McCoy and Mr. Maceo A. Sloan, were serving final terms on the board at the end of which they would have twenty-one years of service. Four members of the class of 1979, Messrs. William A. Dees, Jr., Jacob H. Froelich, Jr., and William A. Johnson and Dr. E. B. Turner, were eligible for reelection in 1987 to the class of 1995. If they should be reelected and complete their terms, they would have twenty-three years of service.

There was muted criticism that some of the later replacements on the board did not meet fully the criteria for membership stated in the restructuring act. Critics were asking why there were no leading representatives of industry, banking, agriculture, law, medicine, and education being added to the Board of Governors. In response, it was argued that the political process by which members of the Board of Governors were chosen made it difficult to persuade candidates to run for election. It was also mentioned that many members of the board had been forced to resign because of the statute that disqualified legislators and other public employees. Mr. Ike F. Andrews was elected to Congress; Mr. Howard C. Barnhill received a state government appointment; Mr. George M. Wood resigned to run for the Democratic nomination for governor; Mr. Luther H. Hodges, Jr., was appointed undersecretary of the U.S. Department of Commerce; Mr. J. J. Sansom, Jr., was appointed to the State Banking Commission; Mrs. Betty McCain was appointed to the Advisory Budget

Commission; and Messrs. Laurence A. Cobb, Robert B. Jordan III, William D. Mills, and John W. Winters were elected to the North Carolina State Senate. Mr. Jordan was subsequently elected lieutenant governor. In addition, Mr. W. Earl Britt resigned because of the pressure from his legal practice and was later appointed judge of the Federal District Court.

It was emphasized that many successors of those who served on the Planning Committee made important contributions as committee chairmen and as elected officers of the board. Among these were Mrs. Julia T. Morton and Mrs. Martha F. McNair and Messrs. Irwin Belk, F. P. Bodenheimer, B. Irvin Boyle, Philip G. Carson, Wayne A. Corpening, Walter R. Davis, James E. Holmes, Robert L. Jones, Samuel H. Poole, David J. Whichard II, and Governor James E. Holshouser, Jr. One member of the board, Mr. William A. Dees, Jr., attracted national attention for his leadership. He was greatly respected by the Association of Governing Boards, which gave him its most prestigious award and elected him to its Board of Directors.

Following the consent decree in June 1981, the prestige of the board rose sharply, and its success in achieving a settlement was acclaimed in the state press. When the decree was allowed to stand by the U.S. Supreme Court on 21 February 1984, the long struggle of the board was finally vindicated.

The board received much favorable comment in 1979 when, under the leadership of Mrs. Adelaide F. Holderness, it authorized a distinguished award to be given to persons who met the following criterion: "Resolved that the Board of Governors of The University of North Carolina hereby creates an award to be known as The University Award. The Award shall recognize illustrious service to higher education. It shall be the highest distinction of this nature that the University bestows" (12 January 1979). It chose as the model for the medal that it awards the first seal of the university, which was selected by a committee of three in 1791 and had been in disuse for almost a century. The seal showed the face of Apollo, god of radiance and light and music and poetry and symbol of the perfect form of human being. Behind the face of Apollo were the rays of the rising sun. In selecting a symbol appropriate for its highest honor to be known as "The University Award," the board was fortunate to have this original seal that had from the beginning contained sixteen rays which could now symbolize the sixteen constituent institutions.

The University Award has been given annually since 1980. Recipients have been: Mr. Victor S. Bryant (posthumous) and Mr. Archie K. Davis in 1980; Dr. W. Dallas Herring, Mr. George Watts Hill, Dr. Prezell R. Robinson, and Mr. Thomas J. White, Jr., in 1981; Miss Bonnie E. Cone,

Mr. Gordon Gray, and Mr. Frank H. Kenan in 1982; Mr. Hargrove Bowles, Jr., Mrs. Elizabeth Scott Carrington, and Mr. Henry Armfield Foscue in 1983; Mrs. Adelaide F. Holderness and Mr. Howard Holderness in 1984; and President William Clyde Friday and Mrs. Ida Howell Friday in 1985.

The award dinner and accompanying publicity each year tended to remind the public of past glories and the hope of future achievements.

After 1980 a number of troublesome issues, some of which were divisive, began to accumulate. The legislature continued to increase aid to private colleges. Some members of the board attempted to lobby them on this matter and were rebuffed. The board was relieved in 1983 of any further responsibility for advising the General Assembly on this subject.

There was some frustration expressed by a few members of the board with the General Assembly because of the addition to the Appropriations Act of capital improvements that had not been listed in the board's schedule of priorities.

At one point in the 1983 session of the General Assembly, a bill was introduced into the Senate to shorten terms of members of the Board of Governors. This was opposed by Mr. William A. Dees, Jr., and some of his associates when they appeared before the Senate Committee on Rules and Operations. President Friday conferred with representatives of the leadership of the Senate in private and appealed to them not to carry through with the proposed legislation.

There was from time to time some discontent in the board with the practices followed in developing budget requests and in the setting of certain administrative salaries, even though these practices had been sanctioned by the board from its beginning. This discontent in later years sometimes produced sharp differences of opinion in committees and in the board meetings.

Other issues that disturbed some members of the board were the prospect of declining enrollments in the black colleges, the lengthy appeal process of the consent decree, the tangled fiscal affairs of North Carolina Agricultural and Technical State University, the chancellor situation at North Carolina Central University, the increasing demand for remedial education, the salary freeze of 1984, the pressure from some legislative leaders for the university to pay more attention to "meeting the needs of southwestern North Carolina," and the national discontent with the effects of big-time athletics on higher education.

As early as 1983 there was speculation in the university, in the Board of Governors, and in the state press respecting President Friday's plans for the future. He was under intense pressure from many quarters to enter the senatorial race of 1986. He refused to discuss the subject and empha-

sized that his first obligation was to the university. He did let it be known that despite the change which had been made in the law extending the retirement age to seventy, he intended to retire at age sixty-five. It was his firm commitment to abide by the same regulation that he had applied when chancellors had been required to retire at age sixty-five.

This resolve on the part of President Friday created much interest among members of the board. His decision meant that he would remain no longer than 1986.

An election for chairman and other officers of the board was required to be held in accordance with the *Code* at the July 1984 meeting. The chairman, Mr. John R. Jordan, Jr., was approaching the completion of his fourth year and was not eligible for reelection. The new chairman, it was generally conceded, would head the committee to make the search for the next president and appoint the members that would assist him in the search. This made the position of chairman more attractive than it had been in any of the previous years when there had been consensus and election by acclamation.

The first indication in a meeting of the Board of Governors of the interest in the coming election was voiced by Mr. Asa T. Spaulding, Jr., at the end of the 13 April 1984 meeting, when he asked Chairman Jordan for a general explanation of plans for electing officers of the board. Chairman Jordan responded that the election would be held in accordance with the provisions of the *Code* at the July meeting, and he explained that all members of the board were eligible for election as chairman with the exception of himself and that all members of the board were eligible for election as vice-chairman and secretary.

At the May 1984 meeting of the board, the retiring members of the faculty were entertained. The O. Max Gardner Award was given to Dr. Vivian T. Stannett of North Carolina State University and to Dr. James A. Bryan II of the School of Medicine of the University of North Carolina at Chapel Hill. The election of officers did not come up; however, it was a lively topic for conversation among the members of the board.

The Board of Governors met at the university at Wilmington on 8 June 1984. Mr. R. Phillip Haire commented on the provision in the *Code* that called for the election of three officers—chairman, vice-chairman, and secretary—every two years. He noted that the *Code* did not prescribe a method for conducting the election, and he presented a resolution to govern the method of nominating and electing the officers. It called for a nomination ballot to be prepared containing the names of all members of the board except that of Chairman Jordan who was ineligible for reelection. The ballot was to be distributed to each member who would cast one vote for chairman from the list. Any member who received a ma-

jority of the votes would be elected chairman. After the first ballot, if no one received a majority, and there were three or more candidates remaining, the name of the member having the smallest number of votes would be dropped from the list. The following points of his proposal were called into question as possibly violating the open-meetings law: "The number of votes received by any nominated member shall not be announced; and election shall be by secret ballot." Mr. Haire proposed that the vice-chairman and the secretary be elected by the same procedure.

At the close of the meeting, Mr. Philip G. Carson, chairman of the Committee on University Governance, reported that in a short meeting of the committee it had been decided to request the attorney general's opinion concerning Mr. Haire's proposal for the election of officers of the board. Chairman Jordan asked that when the attorney general's opinion was received copies of it be sent to all members of the board. It was clear to many that a power struggle was brewing.

At the 27 July 1984, meeting of the Board of Governors preceding the election of officers, two members of the board, Mr. Asa T. Spaulding, Jr., and Charles Z. Flack, Jr., asked permission to make statements. Evidently they anticipated a divisive event. Mr. Spaulding urged that "whatever we do today . . . we make sure that we can come back together to be able to work conscientiously and harmoniously." Mr. Flack made a plea that the members "make our University atmosphere as conducive as humanly possible to the frank and open discussion of ideas." On motion of Dr. E. B. Turner and seconded by Mr. Robert L. Jones, the board voted to take a five-minute recess. When they came back together, Mr. Haire moved that a suggested procedure, which he had sent to the members of the board, be adopted. Mr. Flack seconded the motion. The procedure did not call for a nominating ballot, and it did not call for secrecy which the attorney general's office had ruled violated the state open meeting law. After some parliamentary maneuvering, Mr. Haire's motion was adopted.

The chairman then opened the floor for nominations for the office of chairman. Mr. William A. Dees, Jr., nominated Mr. Wayne A. Corpening. Mr. Walter R. Davis nominated Mr. Philip G. Carson. On a motion from Mr. David J. Whichard II, the board voted to close the nominations.

The tellers reported that Mr. Carson had been elected chairman and announced the vote of each member. The result was sixteen for Mr. Carson, fifteen for Mr. Corpening. One member, Dr. J. Earl Danieleley, was away in Europe. Mr. Corpening moved that Mr. Carson be elected unanimously, and the motion carried. Chairman Jordan then opened the floor for nominations for the office of vice-chairman. Mr. William A. Johnson nominated Mr. Jacob H. Froelich, Jr. Mr. J. Aaron Prevost nominated Mr. Asa T. Spaulding, Jr. Mr. F. P. Bodenheimer nominated Governor

James E. Holshouser, Jr. On the first ballot Mr. Froelich received fifteen votes, Governor Holshouser, eight, and Mr. Spaulding, eight. Because there was a tie for the second place, a second vote was held with Mr. Froelich receiving thirteen votes, Governor Holshouser, twelve, and Mr. Spaulding, six. On the third ballot Mr. Froelich received seventeen votes, and Governor Holshouser received fourteen. Governor Holshouser moved that Mr. Froelich be elected unanimously, and the motion carried. The floor was opened for nominations for the office of secretary. Mr. Froelich nominated Mrs. Geneva J. Bowe. Dr. Turner moved that the nomination be closed and that Mrs. Bowe be elected by acclamation; the motion carried.

Tribute was paid to the retiring officers of the board, and Chairman Carson expressed the high regard in which he held all members of the board, including those who had supported other candidates for chairman, and he paid special tribute to President Friday. It was evident, however, that there had been a significant shift in the control of the board.

At the 14 September 1984 meeting of the board, on motion of Mr. F. P. Bodenheimer, seconded by Mr. John E. Davenport, it went into executive session immediately after convening and: "The Chair reminded the members that in recent months the President had repeatedly stated he felt the time was drawing close when he should consider retirement. Board members said they could understand the President's desire but hoped his service could be continued as long as possible. Following the discussion, the Board agreed that in public session, it would adopt a resolution requesting the President to continue in office until July 1, 1986."

Later in the meeting, Mr. William A. Johnson moved "that the President be requested to continue in office until July 1, 1986." Mr. Boyles seconded the motion, and it carried unanimously.

The president responded "that he was pleased with this request and that, since this was what the Board wished him to do, he and his family would do so."

The Board of Governors convened at 4:30 P.M. on 30 November 1984, at the Pine Needles Lodges and Country Club in Southern Pines and continued the meeting on 1 December until 12:35 P.M. It was attended by all members of the board with the exception of Mr. F. P. Bodenheimer. The purpose of the meeting was to discuss the procedure for carrying on the search process for a new president. Portions of the discussion were led by Mr. William A. Dees, Jr., Dr. J. Earl Danieley, and President Friday; and other parts were conducted in small groups of seven or eight members each.

At the end of the session, Chairman Carson gave the following summary of what he felt to be the conclusions that the board had reached:

1. That the search committee be made up of Board members only, appointed by the Chairman, and that it have no fewer than nine members. It seemed that, while some wanted a larger committee, the sense of the Board as a whole was for a smaller committee.
2. That the Board wants an advisory committee and that that committee should probably have representatives from the faculty, chancellors, students and general public.
3. That the Board members who serve on the committee be pledged to total secrecy and that the committee conduct its business apart from the General Administration offices and have an independent staff.
4. That the committee recommend three to five final candidates for consideration by the Board as a whole.
5. That as a part of the process campuses of other universities be visited.
6. That a set of criteria for selection of a new President be developed and proposed by the search committee and adopted by the whole Board.
7. That the Board and the general public be regularly advised of the progress being made and that the Board be advised in detail.
8. That the foregoing ideas be incorporated in a draft of a plan to be mailed to the members of the Board by the Chairman prior to the next meeting of the Board and that this plan be considered by the Board at its next meeting.

The board adopted the following motion: "In seeking the next President of the University, the Chairman of the Board should be the Chairman of the Search Committee, the other members of the committee should be appointed by the Chairman and the Chairman should be the sole spokesman for the Board in the search process."

In another motion, the board voted as follows: "The Chairman be authorized to appear at such times and places as he might determine appropriate and make it clear to any of the University's constituencies, or to others, that the Board will support President Friday fully while he is in office, that the next President will continue to carry out the same policies and that there will be no gap in authority during this transition period."

In a public session that followed, the two motions quoted above were adopted.

At the meeting of the Board of Governors on 11 January 1985 there was

a discussion in executive session of the selection process for the next president and in the public session, the board adopted a document entitled, "Procedures of the Board of Governors for Selection of the President of The University." The following is a summary of its provisions:

1. A committee consisting of ten persons, all members of the Board of Governors, with the chairman of the board serving as chairman of the committee and authorized to appoint its members.
2. An advisory committee consisting of not more than sixteen persons composed as follows: four chancellors selected by the chairman of the board; four faculty members including the chairman of the Faculty Assembly and three appointed by the chairman of the board, the president of the North Carolina Association of Student Governments, and seven additional persons appointed by the chairman of the board to include representatives of the institutional boards of trustees, the institutional alumni associations and other citizens.
3. Staff to include an executive officer and other personnel with adequate office space and equipment and secure files.
4. A budget prepared by the Search Committee and borne by the General Administration.
5. Provision for a series of public meetings with special invitations to faculty, staff, students, alumni, and other interested persons.
6. After the public hearings, the development, with the assistance of the advisory committee, of the criteria to be used in selecting the next president.
7. The establishment of a timetable as a guide to the board in the search process.
8. Confidentiality:

Meetings of the search committee shall normally be held in executive session under the provisions of the Open Meetings Law. Whenever the committee is meeting in executive session no person who is not a member of the committee or of its staff shall be permitted to attend without the express invitation of the chairman.

It is recognized that confidentiality is vital for the success of the selection process, and the members of the Board of Governors, the members of the advisory committee and the members of the staff of the selection committee shall be reminded of the absolute necessity for confidentiality.

9. Wide publicity to the Search Committee's invitation for nominations stating "the University is an equal-opportunity employer."

10. Involvement of the Board of Governors in the search process:

The chairman of the search committee shall give regular reports to the Board of Governors on the work of the committee. It is anticipated that, from time to time, members of the board who are not members of the search committee will be asked to undertake specific tasks in connection with the search process in addition to aiding in the development of the criteria.

After completion of its search, the search committee shall bring its nominee to the Board of Governors for its approval or for its instruction to search further.

11. Publicity:

The chairman of the Board of Governors, in accordance with a resolution adopted by the board, shall be the sole spokesman for the board and for the search committee throughout the search process. The chairman shall also be responsible for keeping the governor of the state and other key officials informed as the search process is carried out.

12. Salary and Perquisites:

The search committee shall examine the salary, housing and other perquisites that go with the position of president and shall make such recommendations to the Board of Governors as it may deem appropriate.

The Board of Governors, at its meeting on 8 February 1985, discussed the Presidential Search Committee in executive session. When the public session was resumed, the board voted to increase the size of the Presidential Search Committee from ten to eleven, and Chairman Carson expressed his appreciation to the board for expanding the committee and stated that Mr. Jacob H. Froelich, Jr., vice-chairman of the board, would be appointed to this new position on the committee.

In the executive session of the Board of Governors on 8 March 1985 Chairman Carson reviewed for the board the work of the Presidential Search Committee and announced that the committee consisted of the following persons:

Philip G. Carson, Chairman
Wayne A. Corpening
Walter R. Davis
William A. Dees, Jr.
Jacob H. Froelich, Jr.

James E. Holshouser, Jr.
William A. Johnson
John R. Jordan, Jr.
Mrs. Julia T. Morton
Louis T. Randolph
David J. Whichard II

Five members of the Search Committee had opposed the chairman in the election held on 27 July 1984.

Chairman Carson also announced that all members of the Advisory Committee had been appointed and stated that it consisted of the following persons:

George M. Wood, Chairman
Mrs. Doris Betts (Faculty Assembly)
Dr. Aaron Brownstein (Faculty Assembly)
Mrs. Faye A. Broyhill
Kenneth Cagle (Student)
Felton J. Capel
Ben T. Craig
Archie K. Davis
Chancellor Christopher C. Fordham III
Chancellor E. K. Fretwell, Jr.
Dr. Elwanda Ingram (Faculty Assembly)
Claude S. Ramsey
Dr. James LeRoy Smith (Faculty Assembly)
C. Dixon Spangler, Jr.
Chancellor William H. Wagoner
Chancellor LeRoy T. Walker

The chairman reported that the Search Committee and Advisory Committee had met together on 7 March and made plans for a series of hearings on campuses across the state. The purpose of these hearings was to give persons in the institutions and the public-at-large a chance to say where they believed the university should go in the years ahead and "what kind of leadership should be sought for those years." He also reviewed with the board a proposed budget for the Search Committee and the advisory committee.

In the period following the March meeting of the board, the Presidential Search Committee accompanied by its advisory committee, held public meetings at six locations across the state. The committee also received many communications from persons knowledgeable about and interested in higher education. It met in joint sessions with the advisory

committee to develop a set of criteria to guide it in the selection process. The results of its activities were reported to the Board of Governors on 14 June. Its criteria revealed that it was looking for a person with the following attributes:

A person who has an education and management philosophy consistent with the goals of the University.

A person with sufficient administrative experience and training in a higher education setting or elsewhere to be able to lead and effectively manage a complex public system of higher education and to attract qualified men and women to carry out the policies and programs and achieve the goals of the University.

A person who is committed to the worth of the individual and who values that individual's freedom of inquiry and expression.

A person who can establish and maintain effective relationships with the executive and legislative branches of state government on behalf of the Board of Governors.

A person who has a genuine appreciation for the variety of tasks which are within the University's area of responsibility and who can interpret and communicate them to the people of the State.

A person who understands the missions and roles of the constituent institutions of the University and who will delegate responsibility not inconsistent with the mission of the University when such delegation is appropriate and within the policies adopted by the Board of Governors.

A person who can and will appreciate the diversity of the people, traditions, and institutions of the State of North Carolina.

A person who is sensitive to the changing of the economy of North Carolina and who can guide the University in its responsibility to deal effectively with economic matters.

A person who is of unquestionable integrity, who possesses good humor and who has the intellect, vision and energy necessary to lead the University as it responds to the changing needs of North Carolina.

A person who will commit his or her talents and energies to giving the University the loyalty, the leadership and the guidance it needs in order to provide the State of North Carolina the finest system of public higher education possible consistent with its needs and its resources.

The Search Committee moved its office from the General Administration Building to the North Carolina Microelectronics Center in the Research Triangle on 1 May, where it expected to conduct its activities in an atmosphere conducive to confidentiality. Requests for nominations and advertisements announcing the availability of the position had been sent out early in March, and applications and nominations were received almost daily.

Campuses of five major state multicampus systems were visited by teams composed of members of the Presidential Search Committee and other members of the Board of Governors. The institutions visited were the State University of New York at Albany, University of Texas at Austin, University of Missouri at Columbia, University of California at Irvine and at Los Angeles, and the University of Wisconsin at Madison. Ten members of the Search Committee and seventeen other members of the board were involved in the visitations between 30 May and 7 June 1985.

After the visitations, a curtain of silence surrounded the activities of the Presidential Search Committee. It is known that almost 150 nominations and applications were received by the committee and that the committee was active in examining the personal data furnished by the candidates. After the adoption of the criteria, the advisory committee had no further active participation, and some members of that group, especially the faculty, were disappointed. From time to time there were rumors, but no substantial information about the search process was released until a decision was ready for presentation to the full Board of Governors. Some members of the board who were not on the committee expressed dissatisfaction with the slowness of the process.

During the period between the beginning of the search and the election of the new president, the normal activities of the university proceeded, and the board was involved in several interests that kept it occupied. Among these were the relationship of the university to the North Carolina School of Science and Mathematics, the organization of the North Carolina Center for the Advancement of Teaching to be located at Western Carolina University, and the Board of Governors Task Force on the Preparation of Teachers.

A serious crisis had arisen nationally in intercollegiate athletics. President Friday and several of the chancellors were involved in supporting Proposition 48, which had been designed to improve academic standards and was being considered by the National Collegiate Athletic Association. It was the opinion of Chairman Carson that the time had come when the athletic policies of the constituent institutions should be studied. On 8 March 1985 he appointed for this assignment a committee of twelve, composed of Mesdames Teresa T. Bullock and Joan S. Fox; Messrs. Samuel H. Poole, chairman, F. P. Bodenheimer, John E. Daven-

port, Charles Z. Flack, Jr., James E. Holmes, Reginald McCoy, Maceo A. Sloan, Asa T. Spaulding, Jr., William K. Woltz, and Dr. J. Earl Danieley. It made an extended investigation with the staff assistance of Associate Vice President for Academic Affairs Arthur Padilla. The committee recommended to the Board on 11 October 1985, that chancellors be required to submit annual reports to their boards of trustees and to the president of the university, containing detailed information on admissions policies, the SAT scores and high-school grade-point averages of student athletes, graduation and progression rates, and other matters. The committee also recommended the rejection of the eligibility index to determine freshman participation in intercollegiate athletics which would have allowed freshmen with marginal academic records to play. There were a number of other recommendations concerning admissions policy, the number of recruits, control of drugs and gambling, and the pressure under which the coaches worked.

It was not the purpose of the Board of Governors to rescind the delegation of authority over intercollegiate athletics that had been made to the chancellors and the boards of trustees on 7 July 1972. At a later date, however, the board did instruct the chancellors to support the more rigorous standards for intercollegiate athletics that were proposed to the National Collegiate Athletic Association.

By January 1986 the interest in the selection of the president had reached such a high pitch that it was obvious that the decision could not be postponed much longer. On the morning of 31 January, the *News and Observer* reported that it had learned who the new president of the university would be and revealed his name. The reporter had questioned Chairman Carson, who would not officially divulge the name of the Presidential Search Committee's choice. He did admit that the committee had concluded its twelve-months search and settled on a nominee in a telephone conference on Wednesday, 29 January. Chairman Carson was quoted as stating, "The Committee is in complete agreement." He continued, "It will make a full report to the Board and ask the Board to consider the report, and the Board will then have to decide what it's going to do."

A special meeting of the Board of Governors was held in the General Administration Building at 9:30 A.M. on Friday, 31 January. After a lengthy discussion in executive session in which the committee informed the full board of the process by which it had made its choice, the doors of the board room were thrown open, and in the public session Mr. C. Dixon Spangler, Jr., was elected by unanimous vote the president of the University of North Carolina. Mr. and Mrs. Spangler were presented to the board, and following a dignified and gracious acceptance the meeting adjourned, leaving Mr. Spangler to face the press.

Mr. Spangler, who is fifty-three years old, is a native of Charlotte,

North Carolina, where he has been connected with C. D. Spangler Construction Company and Golden Eagle Industries, Inc., as president of each. He has also had extensive interests in the Bank of North Carolina of which he was chairman of the board. When it was merged into North Carolina National Bank in 1983, he became a director of that institution. He resigned all of his business connections except the directorship of an out-of-state corporation after his election.

Mr. Spangler attended the Charlotte public schools, Woodberry Forest, and the University of North Carolina at Chapel Hill where he received a B.S. in business administration in 1954. He attended Harvard Business School for two years and received an M.B.A. in 1956. During the next two years he served in the U.S. Army.

Mr. Spangler was married to Miss Meredith Riggs of Bronxville, New York, on 25 June 1960. Mrs. Spangler has an impressive record in her own right. She graduated from Wellesley College with a B.A. in 1959, attended the London School of Economics and Political Science in 1959-60, and later received the master's degree from the University of North Carolina at Charlotte. Mr. and Mrs. Spangler have two daughters—Anna, who graduated from Wellesley in 1984 and Abigail who will be a senior at Wellesley in 1986-87.

Mr. Spangler has been involved in civic and religious affairs for many years. He has served on the board of trustees of a number of organizations including Crozer Theological Seminary. He was a member and vice chairman of the Charlotte-Mecklenburg Board of Education from 1972-76. He is a member of the Board of Directors of Union Theological Seminary and was a member of the Board of Visitors of the University of North Carolina at Chapel Hill. Mr. Spangler has been active in the Baptist Church. At the time of his election, he was chairman of the North Carolina State Board of Education and since 1982, when he assumed that post, has been working with the university to improve teacher education. In 1985 Queens College awarded him the Doctor of Humane Letters.

The following account in the 8 February 1986 *Charlotte Observer* is a brief sketch of how the sentiment in the Search Committee gradually crystalized in favor of President Spangler:

Spangler was nominated for the university system presidency last spring. He told the committee he didn't want to be considered.

"He indicated he was very flattered but he said he didn't want the job," said Phil Carson, an Asheville lawyer who chaired the search committee and chairs the board of governors. "He later said it had weighed heavily on his mind and that he wanted to be considered."

By then it was late summer. Spangler sent his resume to the committee.

From the beginning, committee members said, Spangler was a strong contender. Even before his first interview, every committee member knew him. For example, Vice Chairman Jacob Froelich of High Point went to Woodberry Forest prep school in Virginia with Spangler. Julia Morton of Linville has known Spangler about five years, because the Spanglers often vacation in Linville.

"The chairman had asked us to try not to form an opinion before we had heard from everybody," Morton said. "But I was already an enormous admirer of what he had accomplished on the board of education. And he was extremely articulate and sincere."

Froelich said Spangler showed a strong understanding that North Carolina "is a complex state. It's not one state; it's really five or seven states."

"When you're dealing with a statewide institution, you have to have some feeling for the diversity of the state," Froelich said. "In his business interests, he has strong roots in Cleveland County. And he lives in Mecklenburg. It just came through that he has a strong feeling for North Carolina."

William Dees, a committee member from Goldsboro, said Spangler's in-state business and political experience was an advantage. "He knows the eastern economy and the western economy. He knows the function of the Research Triangle," Dees said. "It's a great advantage to have a person in that position who already has a grasp of the state's economic situation."

Spangler's first meeting with the committee came about midway through interviews with 16 finalists. All other finalists were university presidents or administrators.

Though committee members were impressed by Spangler's intellect and energy, they did not immediately consider him the front-runner.

"I would not say it was an event—'Bang! He's the one!'" said William Johnson, a committee member from Lillington. "It was something which just evolved."

But, said Holshouser, "As the sifting process took place, he just gradually got strong and stronger."

Spangler was invited back to the Microelectronics Center for a second interview January 24. That interview, Carson said, "confirmed earlier impressions."

A key question, said search committee member Louis Randolph of Washington, N.C., was Spangler's lack of academic experience.

"He said, 'We've got 16 chancellors and thousands of employees in the university system, and if they do their job, it's going to make it that much easier for the president to do his job,'" Randolph said.

The interview continued at dinner, with Spangler's wife, Meredith. Though not paramount, Meredith Spangler's resume—Wellesley College, the London School of Economics—was a factor. Spangler had submitted his wife's resume with his own.

Comments in the North Carolina Press respecting Mr. Spangler's election were, in general, favorable with an occasional reservation because of his lack of academic experience. His record as chairman of the State Board of Education, where under his leadership some promising plans for the future of public education were taking shape, indicated to many observers that he should have a similar record in higher education.

Mr. Spangler moved into an office in the General Administration Building and started studying the intricacies of the complex job that confronted him. He observed President Friday and conferred with him frequently. President Friday had continued his activities in his usual manner throughout the long wait for the naming of his successor. In the meantime he was the recipient of more awards and accolades. In October 1985 he received the distinguished Service Award for Lifetime Activities at the Miami, Florida, meeting of the American Council on Education. This is perhaps the most prestigious academic award made in the United States.

In December he and Mrs. Friday received the University Award from the Board of Governors. The citation read:

Gifted leader and guiding spirit of The University of North Carolina for three decades, WILLIAM FRIDAY has been a determined advocate of quiet persuasion, the architect of change without chaos. The fruit of his lifework is the educational opportunity provided by this University to generations of men and women. Their achievements will endure as his greatest legacy.

Laboring with wisdom and courage to keep higher education democratic and humane without forsaking high standards or academic rigor, WILLIAM FRIDAY stands for all time in the tradition of Davie and the Founders—arising from the people to build a great University that serves all the people. The Board of Governors proudly and humbly honors itself by honoring him.

Dr. Clark Kerr, one of the nation's most distinguished leaders in higher education, paid tribute to President Friday at the University Award dinner. After recalling some of the honors and offices President Friday had held, Dr. Kerr concluded, "Bill Friday has established here a system of higher education that works . . . The North Carolina system that Bill has been so instrumental in creating has become one of the two or three best models for the nation as a whole, and perhaps the best of them all."

On 3 April 1986, President Friday was named the third permanent member of the Research Triangle Institute's Board of Governors.

President Friday had said many times that he would like to be relieved of his responsibilities as soon as his successor was chosen. Furthermore, it seemed to him desirable for Mr. Spangler to guide the university's budget requests in the June 1986 session of the General Assembly and to assume active responsibility for the university as soon as possible. It was no surprise when President Friday submitted his resignation to the Board of Governors on 14 February, effective 1 March 1986. The board elected him president emeritus and special consultant to the president until 1 July.

At 11:00 A.M. on 28 February 1986, members of the press gathered from across the state and packed the Executive Conference Room on the second floor of the General Administration Building for a farewell conversation with their old friend, Bill Friday, on his last day as president of the University of North Carolina. It was a genial and nostalgic occasion. Just three decades previously, on 1 March 1956, he had become acting president at the beginning of a new era for the university.

On 1 March 1986, President C. D. Spangler, Jr., assumed office as the fourth president of the multicampus university and fourteenth president of the University of North Carolina, and, thus began another new era.

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